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ABSTRACT

The primary concern of this conference was the seeming discrepancy between role groups and functions within and across Teacher Corps projects and the importance of local team members working together toward identified goals. Speeches were presented on the following major topics: (1) collaboration and teaming; (2) preservice and inservice training designs; (3) developmental planning and institutional adoption of models; (4) evaluation, management, and demonstration; (5) community education; (6) multicultural education; and (7) educational leadership. (JD)

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TEACHER CORPS '76

reflections. expressions. directions.

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Teacher corps developmental conference, 1976

Washington Hilton
Washington, D.C.
July 18-23, 1976
The Conference Mandate:

". . . the conference will be concerned with the seeming discrepancy between role groups and functions within and across Teacher Corps projects. There is a clear need to identify and define project role groups more precisely. A more global concern, however, is a need to identify and define generic project functions, both as those functions relate to individual responsibility and as they relate to providing mutual support among project members. While there is a need to validate and reinforce *role-related functions*, there is an equally important need to avoid isolating various role groups from each other. Thus, a major focus of the conference will be the recognition of overlapping functions which may be jointly or separately performed by different role groups within the project team.

"The identification and development of these cross-role functions leads to a second conference emphasis: the project team. If the local project is to function effectively according to both its role and its function, the local team members must work together toward their common goals. This focus on project teaming is being supported at the conference by the allocation of specific blocks of time during which the project team can work together to assess the conference and its relevance to the local site."

. . . excerpt from the Preface to the Conference Program

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1. Collaboration and Teaming

"Through teaming strategies, I would hope Teacher Corps will be able to overcome role-group vested interests . . . We must replace the vested interest of role groups with the vested interest of the project *team*. If we cannot, the project is going to be unsuccessful, for the essence of the project is finding the best possible ways to utilize available resources to achieve project outcomes. If you achieve your project objectives, you are achieving our national objectives, for Teacher Corps is only as good as each of its local projects."

William L. Smith

The Teacher Corps Is A Talented Family*

It's an extreme pleasure to be here and to see you, the Teacher Corps family. You represent a pool of resources, a body of talent which is impressive, indeed. We are a talented family, and one of the points I want to stress is that it behooves us to use our talent. We must use it in any way that is beneficial to your local projects.

Sharing Successes And Failures

We often talk about sharing successes. When we do so, we must also accept one basic premise: what we share ought to have some kind of validation, some kind of documentation, some kind of proof that it worked. That documentation ought to describe the *process* and the *context* in which the effort was attempted, so that others can feel the relationship—or lack of relationship—to their own project. This, we think, is extremely important.

An example of "success" and "sharing" is our regional networks. They were originally designed to provide project directors with the opportunity to share projects' strengths and weaknesses in a management context. Those networks have matured by leaps and bounds, and clearly do an excellent job of sharing project resources and experiences. However, if as a program we share what we feel as our successes, we must also allow others to analyze our experience and, if necessary, reject it. Once again I would emphasize that I have always been a devotee of a journal of negative findings. I firmly believe that one can profit equally from both successes and failures. We can learn as much from a journal of negative findings as we can from a journal of positive findings. I know we can help each other; we can share both successful and unsuccessful data which has been validated.

Now, we do not often have losers. As a family, the Teacher Corps has no secrets. Because we have no secrets, everybody knows about it when things are successful. And when they are *not* successful everybody knows about it. So let us draw the appropriate conclusions from these facts of our lives. If we are to be credible documentors of our work, we must share our failures with our successes. And if we are to demonstrate in a professional and responsible way—as we must—we must recognize where and why we have had less-than-perfect results.

For example, last year we started our tenth cycle projects under new legislation, with changed foci. We said, "The tenth cycle is a new year. It is a new direction. You are going to be making mistakes, and we are going to be making mistakes. But we are only going to achieve our objectives if we are honest enough to let each other know when and how we have made mistakes." I think the eleventh cycle projects have benefitted from a lot of mistakes that tenth cycle projects made. Consider, for example, the fact that the bulk of the pre-tenth cycle project staffs were heavily involved with pre-service teacher education. Many tenth cycle staffs assumed that the pre-service interns were their total life. They negotiated with the schools, and they negotiated with the universities to achieve intern objectives. They did not, however, consider sufficiently the importance of the total school. In previous cycles that approach might have been appropriate. But, we now recognize—and have learned from the tenth cycle experience—that the school can no longer be used, or bought for the simple placement of interns.

Collaboration And Teacher Power

We now have a pre-service/in-service continuum that must be addressed as a unit. That means we must deal with the problems of teachers in a specific situation, under a specific set of conditions, with a population they are serving daily. Where in the past we have not considered the implications of teacher power, we must now learn to negotiate, not only with school people in general, but also with teacher organizations.

Our approach to collaboration should be inclusive of our total constituency. If the analysis of teacher needs isn't based in part on the teachers' own perceptions of their role with children and with each other, then we simply have not done the job that must be done. We have a clear policy requiring that in-service training be preceded with at least six months of collaborative planning with the school

This speech is drawn from Dr. Smith's opening address as well as from remarks which he made at various times to various groups during the conference.

staff. Together, the project and school staffs design the specific kinds of services that are to be delivered to the teacher group. We have learned the necessity of that from our tenth cycle experience.

A Broadened Training Clientele

Our current legislation doesn't talk about administrators, even though we know that the administrator is a key to success in a school. It doesn't talk about educational personnel in the university, although we know that the university staffs need training too. We anticipate that the new legislation will allow us to broaden our training base to include those levels of educational personnel.

Documentation And Demonstration

Training alone does not satisfy the Teacher Corps objectives. Our tenth and eleventh cycle projects must examine their work with detached research analysis. Detachment—in the context of action—is critical.

Demonstration has become a key word and a key activity in Teacher Corps, it should become a way of life. Demonstration begins the first day of the project. Documentation of that demonstration also begins the first day.

Projects need to provide for a detached appraiser. That person should document the process of organizing the project. He or she should specify the context, the situation, and all local project conditions. That is done by documenting meetings—not just in a verbatim report, but in a type of journal which includes all of those items that went into developing project activities. If that is not done from the very beginning, the project has lost the opportunity to truly document and demonstrate.

Finally, I would like to make it clear that all projects will find it difficult to pursue their objectives while simultaneously documenting that pursuit. And when you encounter failures—as we all do—you will find it exasperating to report that failure. But if we, the Teacher Corps family, are to be successful documentors and demonstrators, we must face failure and mind it for the clues to success it gives us all.

The Project Team

One of the vehicles to project success, I am sure you are aware, is the project team. Those of you in your first year will find it is extremely important to organize as a team. Through teaming strategies, I would hope the Teacher Corps will be able to overcome role-group vested interests. We have institutional and operational goals as well as professional and personal goals. The potential conflicts between those goals must be resolved. The process of resolving those conflicts is important. But in their resolution, we must keep in mind that it is project goal achievement which has the highest priority.

We must replace the vested interest of role groups with the vested interest of the project team. If we cannot, the project is going to be unsuccessful, for the essence of the project is finding the best possible ways to utilize the available resources to achieve project objectives. And, I say to you, if you achieve your project objectives, you are achieving our national objectives, for the Teacher Corps is only as good as each of its local projects.

A Special Charge To The Project Directors

I am greatly concerned that the leadership roles here at the conference remain in the hands of the project director. That is only natural, since it is your directors who must also provide the leadership back home in your projects. And, of course, I do expect you to provide the leadership in your projects. It would have been easy for us to organize the conference differently—to have put the responsibility for leadership at the conference level, rather than at the project level. But we have purposely taken many of the leadership and management tasks away from the conference staff and placed them in the domain of the project director.

We want you to provide the leadership for your team. We want your team to be a *team*. Teaming is critical to us here at the conference—and we think it will be critical for you at the conference. Teacher Corps is only as good as each local project; each local project is only as good as its team.

How you develop your team is up to you. How you structure and develop roles within the team is up to

you. The important point is that the group functions in a collaborative mode. As the leader of that team, it is important that you, at all times, are aware of what is happening to your people—what they are experiencing and what they are learning. That is true both at the conference and back home.

What does teaming and team leadership mean here at the conference? It means that you, as a project director, have to identify conference activities which make sense to the realities faced in your projects. And you have to delegate appropriate team members to attend those activities. You have to help your teams to understand the conference experiences in the context of what they face back home. You have to help them get the most out of the conference, both for themselves as professionals and for the team as a *team*.

We in the Teacher Corps have long stressed accountability. And project directors, as the leaders of the local teams, have also to stress accountability. You have to let your staffs know your expectations of them in terms of what it is you want them and the team to get out of a particular session. You have to make sure that feedback to you is constant, so that you are in a position to know what elements of the conference can and should be exported to your project. If some activities cannot or should not be carried back home, that is for you to decide. It is your decision.

The problems teams face in identifying useful sessions is in part due to the imprecise nature of conferences, where one never knows what is going to happen in a session until it happens. It is also because one cannot always accurately anticipate problems and needs which one will face over the next year in projects. But, if at all possible, directors and the project team need to identify the session which will be of lasting value to the project. We assume that six months from now you may go back through the conference program and find a particular session and say, "We should have gone there; we should have had a team member at that session, because we really need the information they had to give." We hope you can, to some degree, anticipate those needs, that you can convey those needs to your teams, and that the team members are held accountable for getting as much as they can from the conference.

The success of this conference depends to a significant degree on you. We have 120 Teacher Corps teams, and the responsibility for those teams rests with directors. I want you to exercise the responsibility and the leadership. And I want you to know that the support system we are providing here is intended to help you accomplish your team and project objectives. If either of us fails to exercise leadership, fails to embrace the consequences of the principle of accountability, then both the individual projects and national program will have been compromised. I do not expect that to happen.

Teacher Needs, The National Program, And The In-Service Component

I cannot adequately express how pleased I am that there is a large teacher complement present at this conference. In the past, teachers have been what we call "the neglected few." That was because our legislation—until the tenth cycle—excluded experienced teachers, except peripherally. Therefore, I think we in Teacher Corps have some homework to do. For example, a major Teacher Corps thrust is directed towards the critical mass of people—teachers—responsible for delivering educational services to children in your school. Therefore, teachers should recognize that they can form collaborative groups to make some determinations about the services that the projects are created to provide. This notion may be threatening to higher education faculty and to others of us who figure that we have the prescription. But it is important that teachers understand the options which are there for them.

Let me give you an example of what I mean: I visited a project in the far West and I met with the teachers; they said, "This program was thrust upon us. We did not have the opportunity to let the university know what we felt was really important." I said, "Well, you have the option to give input."

They said, "We basically like what we have. As a matter of fact, it is really the best program that has been made available to us. But there are some additional areas that we are particularly interested in which would be beneficial to this school." My response was, "Then negotiate the particulars to meet other needs that you feel are appropriate—if not for all of you, then for some of you."

One of the problems we face in the continuing development of teachers is the fact that there are a lot of skills and techniques that we know are successful and that can be transmitted. But because there are some things about you as professionals and your situation that we do not appreciate, the process of exploring viable alternatives becomes very important.

Teacher Corps projects ought to be the means of providing teachers with the kinds of skills that they feel they need to better deliver services to kids. If we are not doing that at our local projects, then we have no business being in business. By the same token, teachers are not doing their job if they are not demanding that those projects understand the problems teachers face daily with children.

I do not believe there is one of you in this room right now who will allow me to say, "You need training." But I am also willing to bet that there is not a person in this room who is not willing to say, "If my kids have a need that is presently unmet—and if there are skills and techniques available that will help me meet that need, I want to acquire those skills."

Those two statements represent two different orientations to in-service. The crux of that difference is this: even though our legislation talks about retraining of the experienced teacher, we are most concerned with providing teachers with new opportunities to better deliver services to their kids. If the local project isn't focused in that direction, I suggest that you figure out ways of getting that project to understand this orientation.

The implementation of in-service training policies related to instruction should be reserved for the people who have the expertise. In this context universities have a major role in providing services for teachers.

Dealing With The Affective Responses Of Children

I would like to share some observations with you which I hope may be relevant to your own experience. My first contention relates to schools with a high number of children from low-income families. Those children, whether they are rural or urban, have been forced not only to deal with the problems that other children deal with, but—in most instances—they

have also had to confront specific negative environmental forces which have heavily influenced their attitudes to people and society at large and, of course, their attitude toward schools and learning.

My own experiences in an urban environment suggest that many teachers working in low-income schools do not respond affectively to children in those settings. I refer to affective responses from a child such as, "No, I am not going to do it." Children do not say that merely because they do not want to do something. That pattern of behavior may well be intuitive, instinctual, and may have been necessary to survival in tough, threatening situations of everyday life. One of the problems that we sometimes face as educators is the fact that we sometimes do not take into account the psychological transition that children must go through to see school as a place which is different from their experienced world.

William Wayson, who is at Ohio State, talks about interstices, which are spaces between things. For example an alleyway between two buildings in an interstice. A street between two buildings is an interstice. Wayson argues that children may well learn more in the interstices than they do in the buildings. As teachers, we sometimes fail to recognize the learning that goes on in the interstices. In a different context, the Reverend Jesse Jackson declares that the media may play a greater role in influencing children's behavior than all of the things that we try to do in a classroom.

The Function Of Schools And Teachers

I have argued for a very long time that we, as educators, cannot try to do everything. I think most of us feel that way, but it is difficult to stand up and say, "It is not our job." If the education of children is an all-encompassing process, then, we can only be held accountable for the teaching of certain skills and attitudes for which we have been trained to teach.

A drug problem may not be simply an educational problem. As educators, we of course have to consider the implications of that problem, but it may not be entirely our job to provide drug education. If there is a sex problem, it is incumbent upon us to understand its implications, but it may not be solely our job to provide sex education. And if family problems exist, it may just be that solutions have to come through the intervention of other qualified people.

Teachers cannot be held accountable to deliver services for which they are not trained. I do agree, however, that we must deal with the question, "What is the function of the school, and what is the function of the teacher in that school?" But I submit that before we can address that question we have to go one step further, and ask, "What do our teacher education institutions provide that makes us competent to deal with the myriad of realities for which we are being held accountable?"

I recognize that that sounds philosophical, but I believe that until educators across the board begin to deal with those issues, the entire profession is going to have serious trouble in gaining the respect deserved for teaching and the teaching-learning process.

I am reminded of the fact that most other countries consider education a serious business. The teachers take it seriously, the kids take it seriously, and the adults take it seriously. All of them publicly attest to the importance of education and the teacher is held in high esteem.

Yet, here in the United States, educators too easily succumb to the criticism that they and the schools have not responded to the aspirations and anxieties of society. Those responsibilities have been thrust upon us even though they are not solely a function of the school or of teachers. However, we are part and parcel associated with a great public institution which children are compelled to attend. Education and the public school system have been charged not only with ameliorating the impact of society on children but even to "change" society itself. Until we begin to recognize that there are limitations to our responsibilities and capabilities, public schools and the teaching profession are going to have a serious, serious problem in getting the kind of credibility they deserve.

Teacher Confidence And The Need For Training

My next contention relates again primarily to urban areas. The point I want to make is this: There is a major weakness in the development of an educational learning climate in urban, low-income, high-minority areas. That weakness is teachers' lack of confidence in delivering services to older children . . . Let me expand on that. The older the kids get the lower the confidence we have in dealing with them. That is true because as kids get older, and as they become more worldly, some of our teaching skills and tools lose their utility. The techniques that we have available to use with the "little people" are not the same kinds of tools that we need to deal with the affectively more sophisticated and mature responses of older kids.

Let me illustrate that point with a story. Some years ago I was Executive Director of a non-profit citizens-based group called the Program for Action by Citizens in Education (PACE Association). One of our major educational efforts was called the Human Relations Curriculum Development Project. We planned to use feature-length films as a stimulus for students' affective explorations of who they are, where they are, and what they are about. We had three themes. The first dealt with Who am I?, What am I about?, and Where am I going? The second was on race, prejudice and poverty, and the third was on black and white issues.

We recruited seven talented, skilled and very popular teachers from suburban school districts to help build this curriculum. They identified one major curricular objective: to help develop tolerant, loving, empathetic, understanding human beings. One day, as they were working with the first unit, one of them said, "I am having a problem." He said, "Do you realize that we are asking kids to examine who they are and what they are—and they are going to tell us! They are going to respond any way they wish."

When questioned by the group, this teacher elaborated, "I have never given kids an opportunity to respond any way they wish. I have always controlled my teaching environment. I am getting a little concerned about the fact that after they see a film—I may not be able to control the situation as I have in the past."

The prospect of "losing control" over children was most unsettling to this group as a whole. After mulling over this notion, they requested the consultant services of a social psychologist to work with them. These individuals who were very liberal, very creative, very talented, and very popular subsequently

discovered that they weren't tolerant, they weren't empathetic. In short, they had never before had the occasion or the stimulus to examine what *they* were about. They had first to examine themselves before they as teachers could prepare others to do likewise. That realization and the process it started helped to make the program extremely successful.

With that story in mind, think about what is required to teach and help children learn to cope with the world under circumstances that are compounded by negative social and environmental conditions.

Teacher Incentives For In-Service

You have earlier posed a series of policy and operational questions for me, and now I would like to address them. First, you have asked, "Why should a teacher be involved in Teacher Corps?" Teachers sometimes do not need extra graduate credit; most of us have tenure; so why should we be involved?

You want to know the real incentive? Kids! I believe that political process ought to take place long before you sit here at this conference. When a school system and a university agree to apply for a Teacher Corps grant, I believe they should go to the school faculty and explain what the project entails. One of those "givens" is involvement of the entire school faculty. That does not mean, however, that a faculty has to take graduate courses. It could be less formal; a limited number of faculty members could, for example, engage in specific kinds of activities that they feel are beneficial to them. We do not require that you have or pursue a Masters' degree. We start with one basic assumption: that the faculty must commit itself to involvement over the two-year period.

Many project people will say, "We have three-quarters of the faculty who want to be involved; another quarter do not." I submit to you that if there isn't a way to provide that other quarter with some of the essence of what you have, then the project has not done the job of providing attractive and needed educational services.

If the teachers feel that they don't need anything, why is the Teacher Corps there in the first place? It seems to me that that is a very important question. Thus, our one basic assumption is that the teachers and administrators in the school have agreed that there is a need for their children to get new kinds of services. The purpose of the Teacher Corps project is to help the teachers provide those services.

The Role Of Interns In The First Year

Your second question: "How can we build consistent instruction when interns are sporadically pulled out of the learning setting?" First, you should see the interns as interns. They do not belong to you. They shall never belong to you, and as a matter of fact, you should only see them as people with whom you can provide learning experiences.

I believe an intern ought to be able to see as many kinds of teaching styles as possible. Further, that first year should be a pressure-free year of learning for the interns. In his or her first year, the intern should be learning how to critically analyze teaching styles. You must not, in any circumstance, see that intern as a teacher aide.

That is why I say the term "cooperating teacher" isn't applicable any more. You should not be called cooperating teachers, because you are not cooperating teachers. A cooperating teacher was a person to whom an intern was apprenticed for a period of time. That is not the type of relationship we are now fostering in Teacher Corps. You and the intern ought to sit down before he or she comes into your classroom and talk about what that intern will be observing. If that intern is going to practice a technique, he or she ought to be given a clinical setting, a small number of your kids, and somebody from the university staff to observe a micro-teaching or similar exercise. That is what the intern is in the school to do—to learn.

Interns' Educational Background

Your third question is, "Why don't all of the interns have an education background?" The legislation is intended to attract new people into education.

Why Pre-Service Training?

Next, you have asked why we bother with pre-service training at all. It seems to me that the easiest way to answer that question is through the language of the law: "Even though there is a teacher surplus, there are a number of places in this country—espe-

cially in rural areas—where there are shortages of teachers." Congress strongly believes that even though there is a general national surplus, there ought to be a way to find young people who are committed to teach in communities having large numbers of low-income families, and to give them an opportunity to be trained to work in those communities.

The Obligation To Teachers

Your next question: "What is the Teacher Corps' obligation to teachers, in terms of what teachers feel they need?" Our obligation is to deliver what you feel you need. You should have had a needs assessment through which you indicated what you felt you should be getting from the project.

You also asked, "How will Teacher Corps mandate that teachers be involved in the writing of the Teacher Corps proposal?" You have a teacher organization that is the legitimate representative in most of your school districts. You ought to insist that that teacher organization be involved in writing the proposal from its very inception. We have no legislation that requires that, but anybody with any political savvy will recognize its importance.

A Discourse With Teacher Corps Deans

I would like to begin today with a description of a discussion I had recently with a Dean of a school of education at a large midwestern institution. He was speaking about the university and its commitment to become involved with the city, a major industrial area, in which his university was located. He asserted that one of the things that he wanted to do more than anything else was to direct major energies of the school of education to the city. He said he had begun that process, and described all of the things he had been doing—and they were rather exciting things. In the course of the discussion, someone asked, "How large a faculty do you have?" And he said, "We have over one hundred FTE's." A second person asked, "How many faculty members do you have focusing on that target?" The Dean said, "Three, and they are not all full-time." At that point, I observed, "It seems to me that you ought to have a problem about the degree of commitment of the university to your city."

The Dean responded, "No, the commitment is there. It is just that you are failing to recognize a very important point, and that is that we deans and presidents are the only two in the university who have no power." He added, "It is our professors who have the power, and it is only when they have decided that what we are espousing as an institutional commitment fits into their priorities that one can talk about it as a university priority."

I believe that this abstraction was significant for a couple of sound reasons. First, I am basically a school person, and many of my experiences come out of schools. And this experience is at variance with that of the Dean I have just described. Let me give you yet another example. Last week I was at a conference with the new superintendent of a large school district located in the Far West. She said that at one of her initial meetings with members of her cabinet she had expressed some very grave concerns. She stated her amazement to find that only two days later, the staff had begun to change policies in response to her expressed concerns.

Now, I know this superintendent's experience rings true. I think that there is a major difference between the basic orientation of school people and the basic orientation of university people. And I think we need those different orientations. I am certain, though, that a big problem we face is that we do not sufficiently appreciate other orientations. Very often, as we talk about negotiating and collaboration and decision-making, we are in fact acting on false assumptions. Those assumptions are often based unilaterally on our own situation and context.

With these observations in mind, I would hope that as I talk about institutional change today I talk about it as pragmatically as I can for our vantage point. I say that, partly because it wasn't until last year that I could use a term like "FTE" and feel sure what I meant by it. You see, our Teacher Corps orientation is toward a collaborative model, and we feel, for example, that the university must appreciate that teachers are in the very best position to say to them, "We don't like what you are offering us in the way of in-service training. We want you to change it, and we want you to change it now."

At the same time, we, at Teacher Corps, must bear in mind that universities are not always that flexible and that they are not always able to make those kinds of changes quickly. We fail to recognize that you as deans have to initiate very complex change processes. You have to begin by discussing the university's own unique parameters if anything is to be accomplished.

Teacher Corps Resources And Institutional Goals

Institutional change frightens many people. Change processes can be described in any number of ways, but change by any name will not work unless the individuals concerned want it to happen. The same thing applies, I think, to us here today. When we say institutional change, we are talking about those things that you as the person responsible for an institution, would like to change. We also want to state explicitly that you as deans must use Teacher Corps resources to effect change in your institutions—however limited and however restricted those resources are. Our legislation is designed to foster institutional change.

Actually, our restrictive language is really not as restrictive to you in teacher education as it is to schools or communities. While the Teacher Corps places considerable emphasis on the intern and on the pre-service model, it also gives you an opportunity to look at how you can use our resources to achieve institutional goals.

Enormous amounts of money are not available to us in Teacher Corps, but we do believe that these resources can be catalytic to change in institutions. If we cannot always affect qualitative structural changes, we should be able to impact behavior and attitudes.

Negotiation, Power, Partnership

The extent to which the institution of higher education negotiates with the school system ought to be based on the power that you have as the dean. Deans only are in the position to make decisions as to the ability of your institution to deliver desired, negotiated services to schools. Professional associations and unions have negotiated with school boards on in-service training. A give and take relationship must be established with the superintendent of a school district or system. The superintendent of schools has

decision-making power; so does the dean. The two should sit down and negotiate.

In my scheme of in-service training, universities and schools have a mutual interest. School systems have the power to decide how, what, when, and where it will be done. If that is the kind of power on one side of the table, the dean had better be able to negotiate. Our approach is partnership from the very inception.

Deans' Perceptions: The Value Of The Colloquium

A dean responds: A group of us deans from all over the United States came to a consensus on several perceptions. I would like to share them with you. First, the "Deans' Colloquium," the whole notion of the deans coming to a Teacher Corps conference is something special. I think we feel a part of the team, more than we did before. We appreciate Jonathan Messerli's putting this together. We also appreciate the fact that you as the Director of Teacher Corps explicitly endorse the notion of close cooperation with deans. I, for one, am convinced that if this dialogue continues, we will have begun the search for the answers to the questions raised in your earlier remarks.

Second, we have also been talking to each other about the problems we have with Teacher Corps. Hopefully, future sessions will enable us to zero in on specific issues. We did develop some strategies for change in our institutions. For example, we felt that several Teacher Corps programmatic characteristics--community-based education, Competency-Based Teacher Education, the in-service design, the field-based component--are strategies which might be included in a changed, different teacher education program.

We also talked about "hard money" positions. Some people have Teacher Corps on institutional budget lines. However, many institutions do not have hard money commitments. This was fruitful exchange.

We talked about employing grant overhead money towards staff development for faculty and to overall program development. That comes out of programs such as Teacher Corps, and involves developing a closer partnership between the public schools, the university, and the faculty who prepare teachers. Their efforts could involve using the Teacher Center modality, or an aspect of Teacher Corps. We had strategies, for example, that include the Teacher Corps in-service design. In that approach, we limited the goals to what can actually be accomplished with current and anticipated resources at our institutions. We purposely did not try to say that we can do everything; we zeroed in on the things that we think we can accomplish.

I would hope that I leave you with a sense of conservatism. By that, I mean that the last thing we need to do is to jump on the change bandwagon only for the sake of change. The last thing we need to do is to go find something new before we've had the opportunity to test our present efforts.

William L. Smith

"The child's curriculum is the common interest-point for the systematic adaptation of research in our project. We think that parents are interested in what is happening to their children in the curriculum; they do not get particularly excited about in-service teacher education, but they do care about what their children are studying. That curriculum can be a common ground for teachers, parents, Interns, aides and teacher educators."

Perry Lanier

Teaming

Why do Teacher Corps projects need "teaming"? A Project Director speaks:

"In previous conferences, the participants were formally grouped according to their roles—Team Leader, Intern, Community Coordinator, and so forth. All of these persons had specific functions. We are now moving into an in-service mode, a new modality, with new types of demonstration projects. There are overlapping functions. Therefore, the Team Leader is now no longer only in charge of Interns; that role is expanded, and Team Leaders must work with the participating teacher, with the community, and with others.

"In previous years, members of role groups could point to a function and say, 'That's not my job; I can't do it. I have to take care of other things.' As we expand old roles, staff members begin to say, 'Well, yes, I am part of this team and I am going to take on this function, in addition to my role.'

"There is a feeling that we are all working toward a common goal, and that is crucial for the project. If we have to step out, someone else can step into our shoes. In a way, we are training for that kind of leadership, because we are not here forever. I think that is where we are and where we must be. We are exchanging information, sharing resources, and sharing abilities.

"This new aspect of teaming, of working toward common goals, is probably the most important new aspect of Teacher Corps projects. Everyone knows what the project is about. There are no mixed messages. Everyone lends a hand. Everyone has a stake in what is happening."

Lourdes Travieso

Lourdes Travieso is the Project Director for the Teacher Corps Project at The City College of New York.

The States, the Schools, and Teacher Training

A Useful Perspective

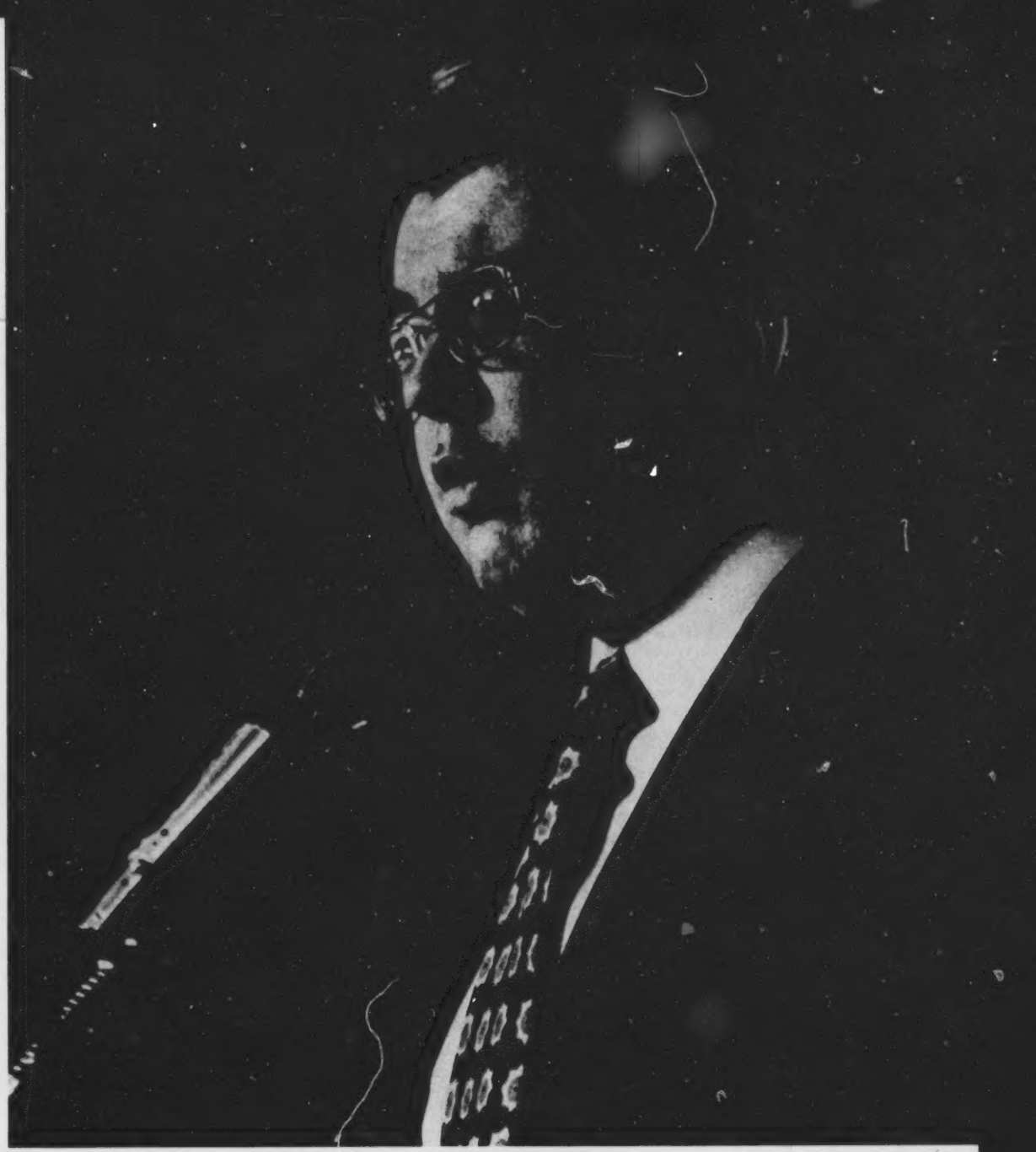
Talking about the states, the schools and teacher training may seem like a mouthful. It is like when a former governor of Massachusetts, James Michael Curley, was told the name of his opponent, who was to be Endicott Peabody Saltenstall. Curley said, "What? All three of them?"

Seriously, we must try to understand how separate branches of the educational family work together. We must also try to understand the very significant tugs and stresses that may pull us apart. There are at least two perspectives on the subject. One is historical, offering a perspective on how each decade since the 1930s has been very different in terms of teacher training and the supply of teachers for our schools. Then we must consider the reasons why the different members of the educational family respond to different incentives—how the reward systems differ for higher education, the schools, and the state education agencies. That will help us understand some of the conflicts which are built into our field and are almost inevitable.

An Historical Perspective

Speaking historically, the 1930s were characterized by low birth rates, high unemployment, and the flow of thousands and thousands of very talented persons into the education profession. There were many people—in New York City, for example—who had law degrees, who had Ph.D.s, who could not get jobs and therefore went into teaching. During the Depression, there was a tremendous influx of talent in education. That group, in many instances, has retired, or begun to retire. We are losing that category of talent.

The 1940s can be divided into two halves: first, there were the war years, when the ranks of teachers were depleted somewhat by those going into the war effort. Then, beginning in 1945, the GI Bill was especially influential in luring more males into the teaching profession. Remember, the profession in the 1920s and 1930s had been overwhelmingly female, right through the junior high school years and even into the high schools. The GI Bill and other factors brought about a kind of balance at the senior high



school level, and even went down to at least the upper elementary grades. That new balance had an interesting side effect: over the period of twenty-five years, it reduced the number of female administrators. Thus, now, under Title IX, there are some new concerns that no one ever anticipated or connected with the GI Bill.

Rapid Changes

The 1950s was a period with a very high birth rate and great suburban growth. It was a period when colleges of education and universities were preoccupied with how to get enough highly-qualified teachers out to the new suburbs. There was a serious teacher shortage throughout the 1950s.

In the 1960s, as we moved into the Kennedy-Johnson era, there was a new focus on American cities. During the 1930s, '40s and '50s, the cities were the pinnacles of excellence. Places like Boston and cities in the Midwest required teaching applicants to have previous experience in a smaller school system. The city schools were traditionally the very best, and people tried to work their way in from small towns to the big city.

During the 1960s it was recognized that the cities had fallen behind in terms of adequate financing, in terms of the condition of the school buildings, in terms of the need to revitalize the curriculum. The 1960s were years of great social invention: the Peace Corps was developed for overseas aid, and Teacher Corps emerged to bring new talent into the teaching profession, mainly to city school systems. There was also great ferment with civil rights legislation. The Elementary and Secondary Education Act, too, was passed, with its focus on innovation and finding new ways to do the job of education. This was a period of great expansion of Federal funding and programs.

Declining Enrollments

Things clearly have changed in the 1970s. Quietly, without people really noticing, the birthrate stabilized during the mid-1960s, and even began to fall. In the 1970s, we find a tremendous impact of the decline in the average size of families. There is now a parallel problem: there are many teachers qualified and ready to teach, but a shortage of teaching positions exists. Class size has slowly been reduced in both public and non-public schools, and funds for education have been increased by some fifty or sixty percent in the last five or six years. The problem is that we are running out of children.

Recent projections in the State of Illinois illustrate the problem of declining enrollment in one large state: for the next ten years, the enrollment in Illinois public schools will go down from one to two percent a year. Between now and 1984, the decline will be approximately fifteen percent. Even more dramatically, Illinois lost 30,000 students from the public schools last year. The state will lose 50,000 this fall, and 50,000 each year for the next four years. Illinois will lose 400,000 students out of a total of 2.5 million students. That offers a rather bleak picture of retrenchment.

We have a serious problem in Illinois. The state's Planning Department spelled out the implications of the projection: it means that 1,000 of the 6,000 school buildings in Illinois can be closed. Many of them, of course, deserve to be retired—either honorably or dishonorably. It means that if the teacher-pupil ratio is kept constant, 15,000 fewer teachers will be needed in the mid-1980s than now. Naturally, there is a strong movement toward continuing to improve quality, to reduce class size, especially in cities which have had over-crowded classrooms and which have had large numbers of students in the early grades.

A New Opportunity

This situation offers a chance to pause and look at those teachers who are already with us. A large percentage of teachers is currently remaining in the profession for periods of five and ten years. There was excessive teacher turnover in the 1950s; each year of that decade, 20 percent of the teachers left the profession. If five persons began teaching the same year, the chances were that only one of the five would be teaching five years later. Illinois statistics show that turnover is now below ten percent each year, which means people are staying twice as long. This aggravates the situation for new college graduates; they are not finding jobs. The lower turnover rate also means that the mission of our universities, schools of education, and state education agencies can be redefined. We need to look at those teachers now in service and provide for their continuing education. We need to provide for their continued growth; and in some cases, we need to go back, perhaps, to what was previously left out of their curriculum and fill some important gaps.

This bit of history suggests the need to take a fresh look at teacher education each decade. The problems are very, very different. We have a promising opportunity in the United States. We are no longer contending with the great shortages of the 1950s and early 1960s. We have an abundance of talent ready to come into our schools, and we have a chance to select those who both know their subject matter and love children. We do not have to make a choice between the two.

The Role Of The States

The role of the states in education is multi-faceted. One state role is to certify teachers. This is, traditionally, the role of state agencies or teacher education commissions. A teacher certificate attests to some measure of knowledge and experience, usually at a minimal level. It does not certify excellence, but sufficiency in terms of background.

Another state function is program approval. State representatives visit colleges and universities and look at their teacher education program. They indicate whether or not it has the proper caliber of staff and relevant kinds of clinical experiences and coursework.

Another function is planning and wrestling with educational issues. State education agencies have all kinds of information that is collected from local schools so that the state can look ahead five and ten years to project teacher supply and demand, or the adequacy of school buildings. That information can be used to look at the unmet needs of certain populations, like Spanish, Asian, Vietnamese, and American Indian students. From there, planning for resources and programs can proceed.

The Role Of The Schools

The schools must also meet some rather basic expectations. One of the first expectations of a principal—both from the community and the board of education—is a minimum amount of order. Let us call it discipline: keeping kids in line, making sure the school does not blow up, preparing children for the next grade in an orderly fashion. There are other expectations from the community, from the parents: they say, "Teach my children something. Teach them to read. Teach them to write and compute. If there is homework, let us know what it is, so we can be helpful."

Employers have a different set of expectations: they want school graduates to be able to show up for work on time, to follow directions, and, perhaps, to be able to read technical manuals. They want a certain amount of compatibility with their existing work force.

Thus, there are some rather fundamental expectations of schools, some of which are in conflict. On one hand, they are expected to keep children quiet. On the other, they are supposed to involve them in learnings; to get them excited about subject matter and the skills they must acquire.

The Role Of The Universities

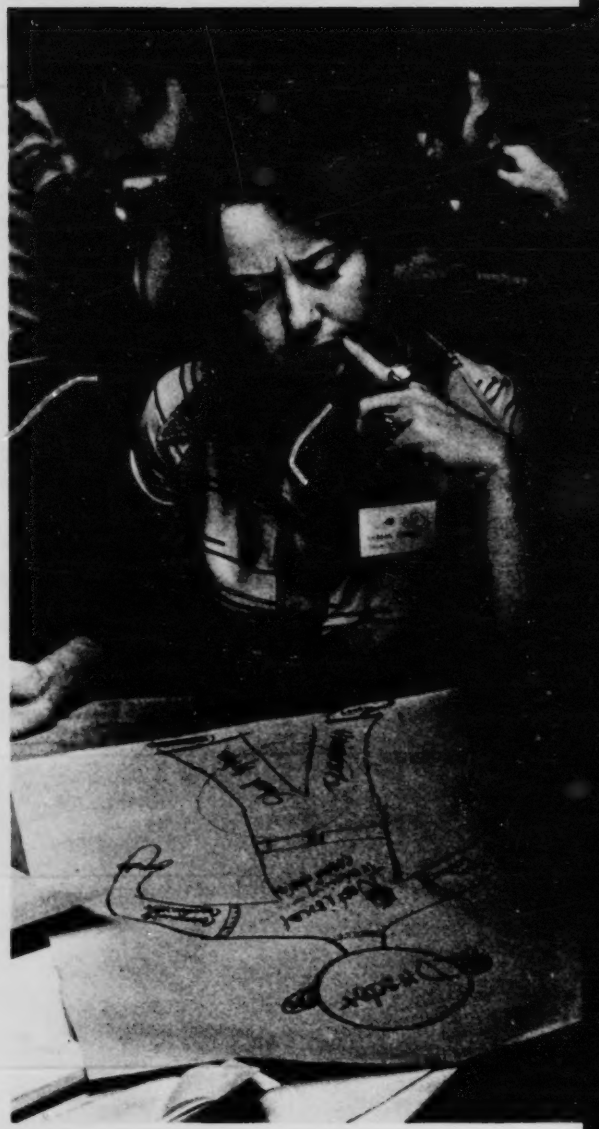
The universities are another member of the education family. Traditionally, the hope of higher education is that the university will be a place of excellence. The flagships of that hope were once the Harvards or Stanfords which stressed high grades and attracted able students, academics, research, and publications. The concern for action and for community involvement is low on the list of universities' priorities. Teacher Corps Community Coordinators have to realize that it is not easy or comfortable for universities to relate to communities, even those a few thousand yards away.

Many university professors are motivated by working with able students who go on to Masters' and doctoral degrees and careers in university research and teaching. Those higher education faculty members who are attracted to the Teacher Corps undoubtedly show all of those characteristics, and then some. To be involved in the Teacher Corps must mean a commitment to serious problems in education and to serious work on redefining education. But, by and large, their colleagues on the campus are much less interested in the world of action and much more interested in research and studies that are one or two steps removed from the world of action.

To a university, the mother's milk happens to be Federal grants, including grants from Teacher Corps. This is not stated to be critical, because Teacher Corps can make a difference at a university or a school of education. It will not happen automatically, but it can mean that a small group of people can do a little conspiring; they can say, "This university has got to change. Its programs are ideal for the needs of the 1950s—to get more teachers out to suburbia and to help those folks solve a teaching shortage. That problem no longer exists. The problem today is the continuing education of those teachers who are with us, and who are going to remain with us for the next five, ten, or fifteen years."

A Collective Enterprise

The Teacher Corps grant is an opportunity to exert some leverage on a college or university, to redefine and redesign some aspects of its programs. That is a collective enterprise; a faculty member working within the institution can achieve only a limited amount of success. The fact that the Teacher Corps project has some involvement with a community and a school system can make a difference. It is very difficult to change the curriculum at a university. It is easier, someone said, to move a graveyard than to change the curriculum at some of our colleges. Universities have a vested interest



in the past. They are regarded as the places where the last 2,000 years of civilization have been deposited for transmission to the next generation. Those who try to modernize universities must expect some resistance, since they are fighting 2,000 years and a certain amount of inertia.

Universities, especially public universities, are fueled by full-time equivalent grants from legislatures and higher education boards. This puts great pressure on deans and presidents to maintain enrollment. This pressure exists despite the fact that—to the amazement and surprise of almost everyone in education—applications fell off by about five percent after the Vietnam War. By the way, that was the number we were looking for during the 1960s: How many people, we wondered, are seriously interested in college, and how many are there largely to avoid being involved in the Vietnam conflict? It turned out to be about five percent, apparently, as one looked at the enrollment that continued thereafter.

Dropping enrollments cause crises on many campuses. Deans and presidents very nearly panic when a state superintendent suggests that universities cut back on initial teacher training and, instead, devote existing resources to professional staff development for those already employed. They worry, "Will I be able to maintain my full-time equivalent numbers and justify the same budget as last year, plus an allowance for inflation?" One of the great challenges to state education agencies today is the need to redesign some of the state formulas so that they make it possible to provide—at a state level—the kinds of stimulation and cooperation that have been enjoyed through the aegis of the Teacher Corps.

New Challenges In Education: Is Creativity Dead?

Again, we are fighting inertia. We are fighting tradition. We are fighting the existing formulas that legislators understand. Further, most citizens—most voters, most taxpayers—believe that once a teacher is trained, that person is fully born and is good for thirty or forty years in the classroom. There is a lack of understanding of what a sabbatical is, or why professional up-dating must be part of everyone's agenda.

Yet, many things are changing. For example, Illi-

nois has begun to change to the metric system. It is not easy to change the way people count. In fact, the change has come under attack on the grounds that the metric scheme was once foisted on all of Europe by none other than Napoleon. People ask, "Who is the State Board of Education to tell us we should count by the metric system? Is the State Superintendent some kind of latter-day Napoleon?"

I consulted with my staff about how to rebut such a charge. They huddled for a while, and then came in with sheepish expressions and said, "There is no way to refute this accusation and we suggest you do not try. We have but one piece of advice: as you travel about the state to speak, whatever you do, avoid putting your hand in your jacket." There is a city in Southern Illinois called Waterloo. They suggested I not visit that city for the duration as well.

Changing to the metric system involves training nearly every teacher—not just the mathematics and science and vocational teachers—in the use of the metric system. "Seven-up" has changed to liters, and the Department of Transportation now has kilometers on the highway; and in Chicago, the Playboy Club thermometer has the temperature in Celsius, so it has definitely arrived. We have all got to learn how to work the decimal system in some new ways.

Mainstreaming and Special Education also represent changes for which we must prepare teachers. How do we reintegrate some of the children we have previously excluded? We have a great deal of trouble explaining this concept.

New Directions

We have exciting opportunities in state education agencies today. We have our own problems. We have to persuade governors and legislators that we know what we are doing. We have to persuade them that putting more money into education is a great idea—that newspaper accounts of declining test scores should be ignored. We have to explain that what we are doing in Special Education is proper, even though it is more expensive than the education of other children. And we have to explain that what we are doing in teacher education makes sense—even though, frankly, it has not always made sense in the past. Teacher education needs the kind of

new direction and new definition that Teacher Corps is providing.

One of our problems at the state level is adjusting to public discontent. Test scores are down. Students graduate from high school and still have problems reading or completing employment application forms. We must develop solutions which, these days, include competency-based graduation requirements and literacy tests for students who want to drop out, as well as for those who want to stay in school.

A new law in California allows bright students who want to leave school early to take a test; if they pass, they may leave school with a diploma. Students who are turned-off by the system and rather dull students who want to drop out must also take the test. The only students whose knowledge is not assessed are those who graduate with their class. That indicates the absurdity of some current laws. Yet, the role of chief state school officer is to sort out the various remedies to our problems and try to develop ones that make sense.

Dreaming About The Future

There is also enough of a horizon at the state level to dream a little bit about the future. How can we improve education? Can we harness some of the fantastic technology—cable television and computers—and try to design a better system of education which takes advantage of the enormous technological productivity and inventiveness, while capitalizing on the goodwill, courage, and commitment of classroom teachers?

What should we do in early childhood education? How can we learn from Burton White that, perhaps, the first three years of life are very important? Benjamin Bloom at the University of Chicago told us that a decade ago; he said that a great deal of human potential is developed—or not developed—during the first five or six years of life, but especially in the very early years.

What should we be doing in terms of parental education? Should we in education be worried about a national family policy that makes it possible to keep families together? We are going to have a tremendous impact on the attitudes and learning styles of children later on, as they move their way through school.

What else should we be doing in adult education? We now have bilingual programs for many children who speak Spanish, Asian, and European languages. What can we do for their parents, who in many cases are in their thirties or forties and have substantial amounts of time left? Should we be reaching out to them as well?

In community education, how can we build on experience and ensure that the schools are open to all the people in the community who need access to school resources? How do we move out and include pre-retirement and post-retirement education? We need to consider education for women. We need to think of education for people who may have missed out on their first opportunity and who now want some skills. They may now want to have some of the advantages that in previous decades only their children could have because we did not have enough space or enough teachers. But we *do* have enough now. Can we really breathe life into "lifelong learning"? Can we make resources available? How do we provide—at the state level—some stimulation and incentives for the continuing education of administrators, counselors, teachers, teacher aides, and others who work in the schools and who provide the important support systems for education?

Commitment, Idealism, Energy

It is not easy. There are no pat answers. Developing solutions requires that all of us work together. Even as we look at the fantastic possibilities of television and computers, we must pause before we make a total commitment to technology. Some friends recently boarded a trans-Atlantic flight and learned, much to their amazement, that they were not going to have the usual friendly weather report when they got up to 30,000 feet. Instead they heard this message: "Ladies and gentlemen, congratulations. This is the first fully-automated flight. There is no pilot. There is no co-pilot. There is no navigator. There is no need for any of these persons because every decision this plane must make has been prerecorded on electro-magnetic tape. But don't worry about a thing. The system has been checked out. All the problems have been debugged. In a few hours, you will have a safe landing because everything about this system is fool-proof fool-proof fool-proof fool-proof fool-proof . . ."

So it is with all the ideas we might generate at school system levels, in state agencies, in universities, and in national groups like the Teacher Corps. Whatever is going to happen to improve the lives of children and adults in schools and communities will take a great deal of commitment, idealism, and energy. It is going to take the kind of spirit that all of you bring here, the spirit you will kindle and spread infectiously when you return to your communities.

Joseph Cronin

Joseph Cronin is the Chief State School Officer in the State of Illinois.

"Teacher Corps . . . provides an opportunity to exert some leverage on a college or university by redefining and redesigning some aspects of its programs. It is a collective enterprise; a faculty member working within can achieve only a limited amount of success. Involvement of a community and a school system can make a difference. It is very difficult to change the curriculum at a university. It is easier to move a graveyard than to change the curriculum at some of our colleges."

The Teacher Corps Director Talks About Teaming

"I am greatly concerned that the leadership roles at this conference remain in the hands of the local Project Director. That is only natural, since it is the Directors who must also provide the leadership in the local projects. It would have been easy to organize the conference differently—to have put the responsibility for leadership at the conference level, rather than at the project level. But we have purposely taken many of the leadership and management tasks away from the conference staff and put them in the hands of the Project Directors.

"We want you to provide leadership for your team. We want your team to be a *real team*. Teaming is critical; the Teacher Corps is only as good as each local project, and each local project is only as good as its team.

"How you develop your team is up to you. How you structure and develop roles within the team is up to you. But it is extremely important that the group functions as a team in a collaborative mode. As the leader of that team, it is important that the Project Director is aware of what is happening to the project staff—what its members are experiencing and learning. That is true both at the conference and back home.

"What does teaming and team leadership mean here at the conference? It means that you must identify conference activities which relate to the realities you face in your projects. Appropriate team members should be delegated the responsibility to attend those activities. Directors must help their teams to understand conference experiences in the context of what they face back home. You have to help them get the most out of the conference, both for themselves as professionals and for the team as a whole.

"We in the Teacher Corps have long stressed accountability. You as the leader of the local team also have to stress accountability. Project staffs must be aware of your expectations. They must know what you expect them to learn from conference sessions. Feedback to you must be constant, so that you know what conference elements can and should be exported to your project.

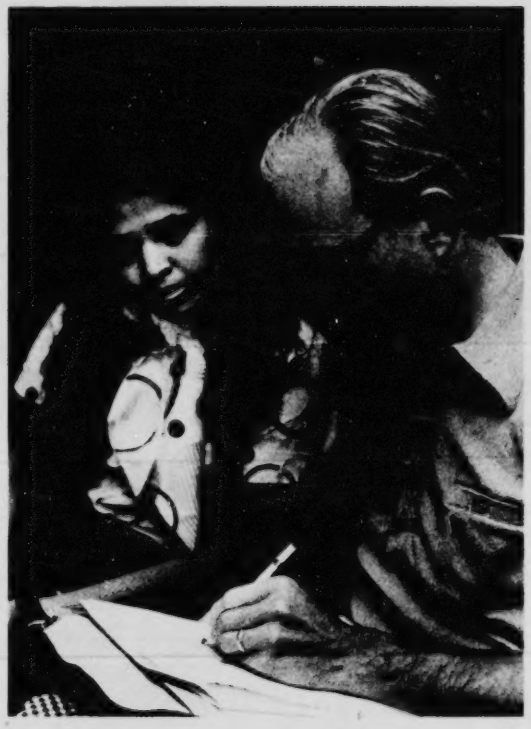
"One of the problems you will face is identifying the sessions which will be most helpful to your local project. That is a problem, in part, because of the imprecise nature of conferences; you never know what is going to happen in a session until it happens. It is also a problem because you cannot always accurately anticipate problems and needs which you will face over the next year in your project. If at all possible, however, you need to identify the sessions which will be of lasting use to you. It is up to you to anticipate project needs, to convey those needs to your teams, and to hold team members accountable for gaining as much as possible from the conference.

"The success of this conference depends on you. You have the responsibility for leadership. I want you to exercise the responsibility and the leadership. The support system we are providing here is intended to help you accomplish your team and project objectives. If we do not provide an adequate support system, we are not doing our job. And if you do not use that system, you are not doing your job. And if either of us is not doing our job, then the projects are losing, and I don't want that to happen."

William L. Smith

"It is not enough . . . for the school to seek to be a world. The world must also be a school."

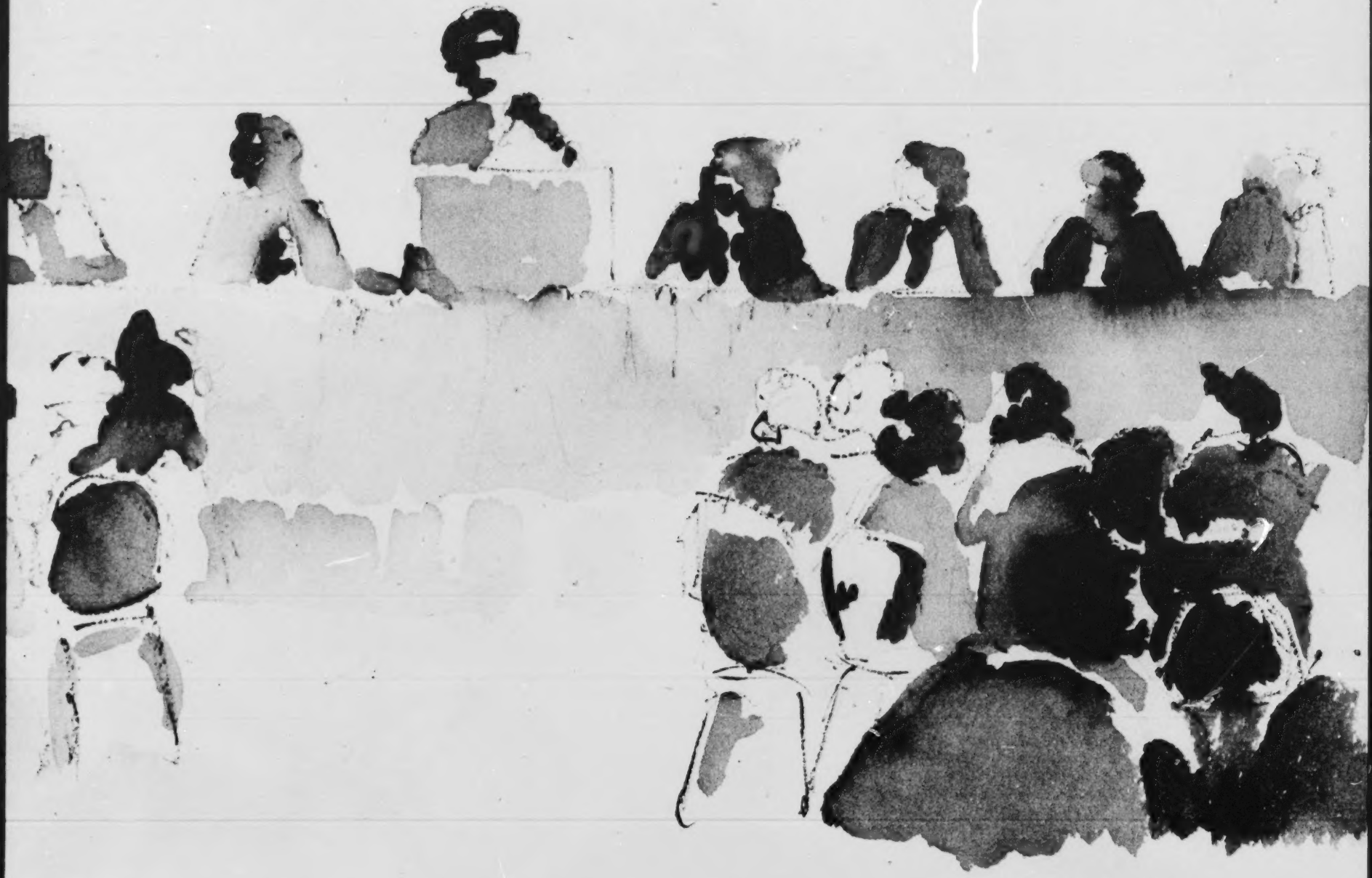
James Platt



2. Pre-Service and In-Service Training Designs

"... we have to explain that what we are doing in teacher education makes sense—even though, frankly, it hasn't always made sense in the past. Teacher education needs the kind of new direction and new definition that you—through the Teacher Corps—are giving it."

—Joseph Cronin



Two Approaches To In-Service Education

The Defect Approach To In-Service Education

There are basically two ways of looking at in-service education. Philip Jackson, in "Teaching Old Dogs New Tricks," describes the "defect approach." The defect approach assumes something is wrong with the way teachers teach; it assumes that the purpose of in-service education is to set things straight. That is, it assumes that in-service training tends to identify and correct weaknesses—to repair and remediate. The defect that trainers usually identify is teachers' ignorance of recent educational developments and instructional techniques. In other words, this approach assumes that the teacher has failed to keep up-to-date in the profession.

The major problem with the defect approach is that it usually involves staff development experiences which are prescribed by an outsider. The program developed from this orientation gives an outsider—a third party—the responsibility for diagnosing a need, taking some initiative, planning, and seeking resources. The identity of the outsider is not important. It could be someone from the State Education Agency, someone from a college or university, someone from a Teacher Corps project, a consultant, or an administrator. In any case, the defect approach is based on the idea that someone other than the teacher knows best what should be going on in the classroom and what teachers need as in-service development.

The Growth Approach To In-Service Education

In contrast, Jackson outlines a second approach to in-service education, the "growth approach." Again, the term is judgmental—it may also be apt. The question is whether the majority of in-service teachers are suffering from an ailment which requires outside treatment by a consultant, or whether teachers simply have more work and growing to do. The former represents the defect orientation; the second suggests the growth approach.

The growth approach is based on the assumption that one never stops becoming a teacher. The growth approach intends to help teachers become progressively more sensitive to what is going on in their classrooms. An in-service program based on this approach supports the teachers' self-diagnosed, self-prescribed efforts to improve. In-service facilitators need to consider how they can help teachers take responsibility for diagnosing their own needs and for planning, carrying out, and evaluating their own staff development programs.

Programs based on the growth approach are certainly very different from traditional in-service experiences which are usually required, one-shot, after-school workshops in which everyone does the same things. The key difference between the defect and growth approaches is found in the delegation of responsibility for the planning of staff development experiences: an outside consultant of some sort, or teachers themselves. A required workshop usually is planned by an outside consultant who determines the purpose, type, and timing of staff development experiences. The more effective staff development programs are generally those in which teachers determine where or when they want to begin.

Implications Of The Growth Approach

The growth approach to in-service education suggests that in-service managers need to learn how to provide many choices as often as possible. They need to have teachers help decide when and how training will take place. A good starting point may be to first provide teachers with some basic choices, and then to move on to much more individualized programs.

A second major implication of the growth approach is the individualization of in-service education. Just as we work individually with students, we must do so with teachers. Third, of course, is the implication that designers begin their planning from clients' or teachers' self-diagnosed needs. Likewise, decisions related to planning must include teachers. Fourth, when teachers are trying to learn about what is going on in their classrooms—and as they attempt to change what is going on in those classrooms—they may need to see what other teachers are doing. Certainly they will need support from other teachers. That need has clear implications for developing in-service programs. Teachers can learn from each other, and they have strengths to share with one another. Effective in-service programs must start from that belief.

The growth approach to in-service education also suggests that whatever goes on in staff development programs cannot be divorced from what goes on in classrooms. Teachers need opportunities to explore new attitudes and skills in workshops. They need time in the classroom to practice new skills. After that experience, teachers need additional training time to share their experiences and to further develop their new attitudes and skills. Teachers also need time to discover the meaning of new information or skills. They can do that by interacting with the idea, by applying it, by trying it out, and finally by getting feedback. Such concerns are critical to the development of in-service programs.

Patricia Zigarmi

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In-Service and Pre-Service Training: A Marriage

The Key To Education

The classroom teacher is the key to education. If we were to select one particular element—and, of course, that cannot be done—if we could select any single variable as the most important to learning, it would be the teacher. The evaluation of education by parents, for example, is largely based on whether the individual child is having a good experience with a particular teacher at a particular time. If the child is having a good experience, the parent thinks the school system is great. If the child is having a bad experience with a teacher, the school system is judged poor. If a teacher is right, the educational process can go forward, even in the presence of many other negative variables.

Promising Approaches

Several emerging ideas offer promising approaches to current problems in American education. First is the recognition that a teacher cannot be prepared in a brief period of time. Second, good teacher preparation cannot be done cheaply. Third, educators must recognize that effective teacher training can be done—we know how to do it—if we are willing to spend the necessary time and the resources. Right now we are not willing either to take the time or to spend the resources; we are beginning to feel guilty about not doing that. Fourth, we ought to be sure that the teachers who are now beginning to practice join forces with those who are already practicing. They need to work together to develop themselves continuously over their lifelong service. We cannot live with the old-fashioned idea that a teacher who is prepared is prepared forever.

Teachers Corps is trying to marry pre-service and in-service teacher training. Many people are saying we ought to abandon pre-service training and go totally into in-service training. The Teacher Corps attitude is a constructive one. There are many reasons why that marriage is necessary. I think it is an essentially sound and fundamental idea.

Robert Bush

Robert Bush is President Emeritus at Stanford University.

The American Federation of Teachers, Teacher Corps, and In-Service Designs

Releasing Untapped Teacher Energy

Teacher Corps has both vision and sophistication. The program has recognized the need to relate to teacher groups as well as to other members of the education community. That, we feel, is an imperative at the project level, and we in the AFT would like to see collaboration reinforced in Teacher Corps operations. While we can—and will—argue about the specifics, the AFT and Teacher Corps at least begin from the same basic premise; given the present atmosphere in education today, we consider that to be very important.

There are, of course, some problems related to in-service teacher education. The faults of in-service teacher education are also common to teacher education in general. Both have been isolated from the real experience of schools; both have dealt with teachers as isolated individuals; and both have failed to help teachers share and reinforce one another. In-service programs have not helped teachers develop a sense of their shared predicament and common problems. Unionization has begun to deal with this need; we would hope that the sense of common purpose—which is a by-product of unionization—could be regarded by those in higher education and school administration as a plus for teacher training.

In-service teacher education has been regarded by school boards and schools of education as something to be done *to* teachers, as a vehicle for new programs, or as a way of keeping teachers abreast of administrative thinking. In-service teacher education should be viewed, instead, as a way of releasing untapped teacher energy. It should free teachers to think and act in new ways.

Unfortunately, the governance and structure of teacher education has only added to in-service problems. Teachers do not view in-service as something *for* them. They want to be a part of decisions regarding their own professional development; they will not respond well to something which is imposed upon them by others. Teachers often view in-service education with suspicion. The lack of a growth-inspiring support system has made teachers mistrustful of in-service training. Because most in-service education is ineffective, teachers dislike it; they regard it as possibly endurable but certainly irrelevant.

Given this picture, teachers have developed a resistant attitude toward in-service education. You or your Interns have probably faced some hostility and resistance from teachers in the field. The best way for you to deal with that resistance is to recognize that it is justified, and to know why it is justified.

Teacher Corps and Teachers

In-service education, then, is an imposition, a vehicle for administrative expediency, a substantive failure for the most part, and a bore. Beyond those failings, in-service teacher education has often been used to bring innovations into the schools. Those innovations have often been forced upon teachers without their consultation. All too often, teachers' suspicions have been proven correct as they watch educational innovations fade from sight.

We in the AFT see specific problems in Teacher Corps projects. These complicate the in-service picture even further, and you must become aware of those problems and take care to avoid them. I think there are some real hopes for us to work together if we can first communicate.

Let me tell you of our perceptions. We feel that Teacher Corps projects must not be used to displace, replace, or avoid hiring permanent staff. I know that your regulations specifically guard against this. But we are also concerned about ways in which Teacher Corps Interns are juxtaposed against regular classroom teachers. Teacher Corps projects are sometimes viewed by school boards as a way of up-grading teaching staffs. This is hardly a way, in our view, of guaranteeing success. The problems related to administrative imposition of training become specific to Teacher Corps programs when teachers are not involved in program development from the beginning. They are exacerbated when teachers are ignored in the selection of Team Leaders. The determination of Team Leader salary in the absence of negotiation is also a problem.

In areas in which retrenchment of teachers is occurring there may also be resentments if teachers feel that a Teacher Corps project is using funds which might be used differently. When Interns fill gaps left by laid-off teachers, other teachers have reason to resent Teacher Corps. The potential problems between teachers and Teacher Corps can be avoided by maintaining mutual contacts throughout the planning and implementation processes.

Such mutual consultation with individual teachers who are enamored with your particular program is not enough. The teachers' organization represents the teachers, and the elected representative of the entire staff is the most appropriate liaison between staff and Teacher Corps interests. Failing to recognize teacher organization representatives and their proper role is regarded as an attempt to circumvent the union. It will be resisted strongly.

Unmet Needs in Education

We believe that education is in trouble. Teacher education is in trouble. Declining enrollments have reduced the need for new teachers. Economic problems have compounded that problem. We have been through a year of great difficulty, particularly in urban school systems, where many of your projects are located. Teaching staffs have been drastically reduced. School systems have closed their schools until monies became available.

At the same time, there are unmet needs. In some instances, the courts have said that these needs must be met. Right now, for example, we estimate that only about half of the children who should be served by Title I programs are being served; only half of the nation's handicapped children are being served appropriately. The situation for children who speak languages other than English is equally disturbing. The courts have ruled that this situation must change. Early childhood education is another area in which needs are unmet.

We are thus faced with a situation in which resources are being reduced while new needs are emerging. New resources are, of course, becoming available. The areas of handicapped education and bilingual education are receiving increased funds, which will be matched at the state and local levels. We cannot afford to wait for those resources. We must work for them.

Collaboration for In-Service Education

From our point of view, in-service education is a very important part of this picture. We believe that

successful teachers deserve training opportunities. They deserve new responsibilities. We therefore look forward to developing appropriate in-service programs with Teacher Corps.

The AFT position may be viewed as a position of self-interest. It is. Your interest in in-service education represents a position of self-interest, too. There is nothing wrong with self-interest. What would be wrong would be our failure to relate our self-interests to the interests of children. It is in the interest of children to develop more bilingual, special, compensatory, and early childhood education programs. It is in the self-interest of teachers and boards of education to be able to deliver those services. It is in the self-interest of universities to work with boards and teachers to develop programs that provide good, high quality, in-service training in those areas.

We need to concentrate our efforts on in-service teacher education needs. It will make very little difference who wins the battle for control of in-service programs if there are no programs.

Teacher Corps is an existing program with a qualified and respected leadership. Its infra-structure is in place. It is being watched. There are also new possibilities. New legislation will provide for an extensive network of teacher centers. These teacher centers will be run by policy boards composed of a majority of teachers. As an organization, we have been interested in teacher centers for a long time. We have argued for years that teachers need places where they can feel comfortable, where they can share ideas and teach each other. We believe that a non-threatening atmosphere in which teachers are responsible for training increases their sense of professionalism.

We also believe that teacher organizations should play a key role in developing the programs in teacher centers. Such centers will help to solve the problems many teachers associate with in-service teacher education: the imposition from without, the substantive failure, the isolation, and the lack of teacher involvement in design and implementation.

The Teacher Corps Promise

Teacher Corps is in a position to make a significant mark on in-service education. The program is capable of addressing the difficult questions involved in teacher preparation. The program is in a position to set the pace. The Teacher Corps's National Council of States for In-service Education has great potential for enhancing in-service efforts, assuming that teachers are thoroughly involved in that Council's work.

While you are faced with great opportunities, you must adjust quickly to new political realities. You will need allies with whom you can work and who will tell others that your programs and projects are good ones, both in terms of the specifics and in terms of your global recognition of educational needs.

We welcome the opportunity to help make Teacher Corps a success. We believe that you will be welcomed into the schools by our members if you address yourselves carefully and respectfully to the historical suspicions teachers have had of in-service teacher education.

We are appealing to you to do this for both of our sakes. We have broad interests in common that it would be foolish not to recognize. Together we can build some model programs along the lines I have suggested. Together we can meet a need and engage in teacher education reform at the same time. I really do hope that you agree with me. At the AFT, we see this whole enterprise as a great possibility.

Eugenia Kemble

Eugenia Kemble is a Special Assistant to the President of the American Federation of Teachers.

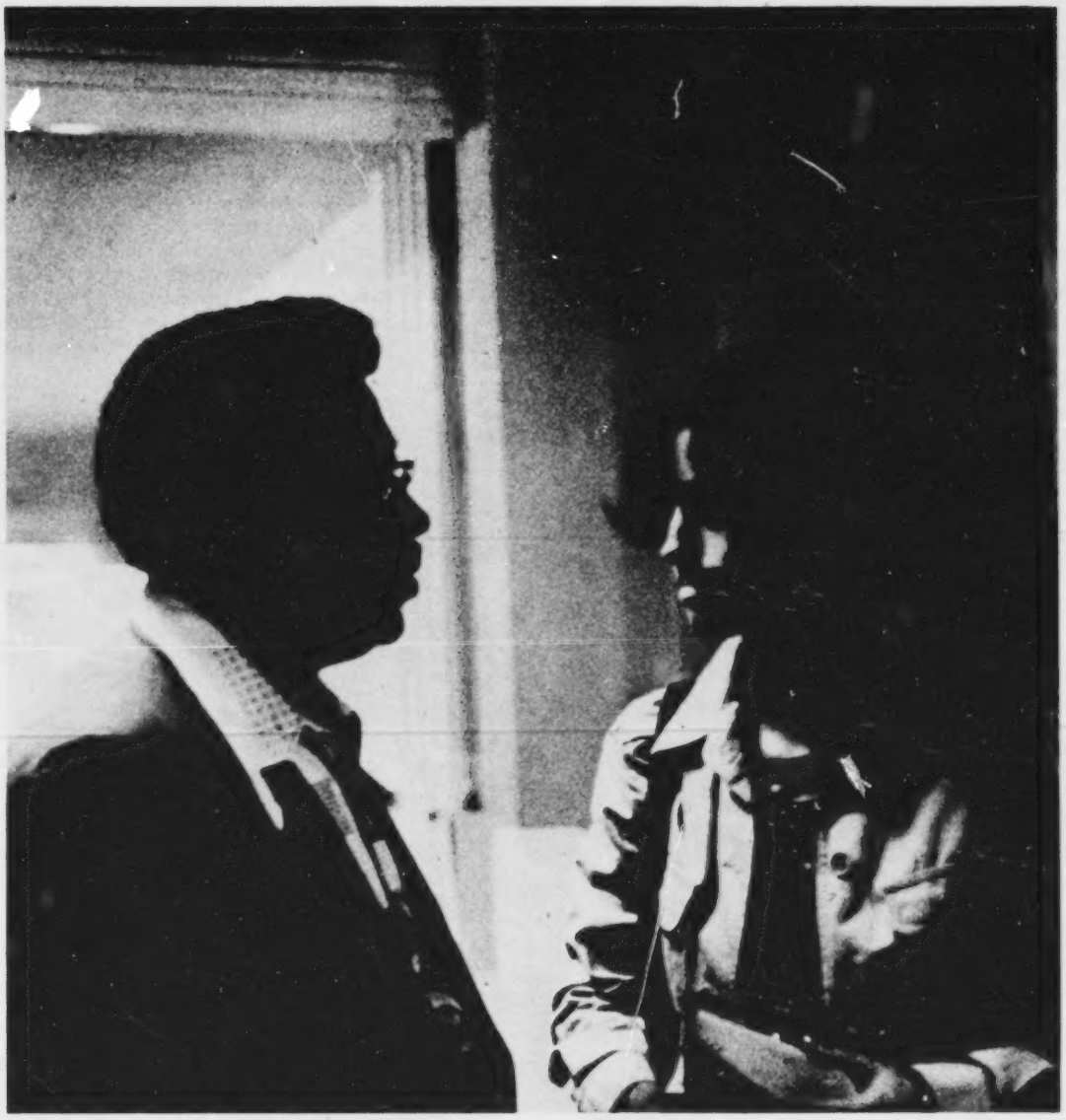
"How can the Teacher Corps protect the rights of teachers? The Teacher Corps cannot protect the rights of teachers. Teachers have to protect the rights of teachers. Teachers have the power. All you must do, as a faculty, is say, 'We see what the university is providing. It makes sense. Let's use it.' Or you may say, 'We see what the university is providing. It doesn't make sense. Let's get it changed.' That is all you have to do. Your project administration is accountable to you as teachers.

"Teachers in a Teacher Corps project do have power. First, they should provide input to the project proposal. The tenth cycle amendments which were submitted legally required teacher input from projects.

"Another source of power for teachers is the School-Community Council. That council ought to have representation of teachers from the project school--whether it is union or association representation, or neither. The people who are responsible for the delivery of services ought to be on that council.

"Finally, the relationship between community people, teachers, and university people ought to be collegial. It ought to distribute power equally, and policy decision-making ought to be done on an equal basis."

William L. Smith



Teachers and In-Service Education

I would like to set forth here some of the concepts which are the mainstays of NEA beliefs about in-service teacher training. Like Teacher Corps, we have been working very diligently to integrate pre-service and in-service training—not that one should necessarily divide the two. Obviously, the primary purpose of in-service education is to create a system for self-improvement. I have never met a normal person who does not want to improve. I think that is particularly true of teachers. Thus, I think we must start from that premise. We believe that the substance of in-service training should focus both on helping teachers improve services to students and on the school as a social system. That requires that we focus on the question of just what a school is—and I think that is a very unsettled question today.

An educator who I respect and admire recently said one of the most profound things I have heard in 25 years: that he was confused about where we ought to be going. That is a damn good beginning. I think we are all confused. We analyze, analyze, analyze, but we often avoid the attempt to chart our future directions.

The NEA holds five basic beliefs. First, the NEA perceives in-service teacher training as an essential and continuous function of a career in teaching and an extension of pre-service education. We think that there should be a continuum; one cloth. Second, we see it established largely on the basis of teacher need as identified by teachers.

Third, it should be job related. The NEA believes that in-service training should be planned and governed by teachers. It should be externally and internally evaluated, and it should include other people directly related to the schooling enterprise.

Fourth, in-service training should be integrated into each teacher's professional assignment, through negotiated contracts. We have talked about in-service education largely as a matter of released time. What message are we delivering when we say teachers should have released time to support and learn new programs, instead of building the time into their regular assignments?

Fifth, in-service education should be financed by public funds. Now, that is quite a bill of particulars. It is almost trite to point out to a group of educators that in-service training should be perceived as a continuous function of a career and an extension of teacher education. Einstein once said that a genius was ". . . a person who has the capability of discerning the obvious."

By and large, we have not made teacher in-service education a continuum, and related in-service and pre-service. We have not had it as a continuous career activity in any systematic way. We think there ought to be a system or systems, and I hope we will not become frightened by the idea of a system or systems.

The NEA also believes that in-service education should be designed primarily by teachers and based on their needs. Teachers are the only general practitioners of any profession, at least in this country, who are constantly impinged upon by experts without the invitation of the general practitioner. We rarely work with teachers in terms of the reality of their actual needs. In fact, they seldom have time to identify their needs. But there is a lot of impingement upon the teacher.

The NEA has its own studies on available needs assessments, but along came the RAND study which found that innovative programs were the most likely to be assimilated when they include an emphasis on training and when the training is focused on practical classroom issues as identified by teachers. That is right out of the RAND study. That is not the NEA, but the two are clearly congruent.

Obviously, theoretical knowledge, research findings, and academic wisdom are all useful to teachers, and we are very concerned that we keep teacher education university-based and field-oriented, and then move toward the field orientation to in-service training.

We are deeply concerned about how in-service programs are planned, how they are governed, and how they are evaluated. Everyone recognizes that professional people simply will not allow someone else to plan, control, and evaluate their self-improvement programs unilaterally. In fact, the very teeth of the whole activity are pulled doing so. The intrinsic motivation of the individual, which is the most powerful force on earth, is stifled. And we repeatedly do that—not only to teachers, but also to children.

We now have analysis of state laws pertaining to the in-service education of teachers. I am sure all of you are familiar with the Ford Foundation supported analysis done by the Lawyer's Committee for Civil Rights Under Law. We find that most legislation, particularly in state statutes relative to in-service education, merely reflects a hodgepodge of good intentions and very small amounts of money. Most of the fundamental concepts that we think important are simply not built into laws governing their service education.

Teacher Corps presents the opportunity to help in the area of teacher centers. Some teacher centers are places for teachers to exchange experience and nothing else. Some are informally arranged for in-service education, but their activities are largely old wine in new bottles. If we leave the governance and planning of these programs to the same forces, I think we are going to have nothing but difficulties.

I mentioned earlier that the NEA believes that in-service education should be built into every teacher's regular lead. Where collective bargaining processes are already in effect, in-service should be related to collective bargaining and expressed contractually.

The NEA believes that the right to collective bargaining is an absolute essential. If total funds are limited resources however, and the question at collective bargaining table becomes, "Is there going to be an improvement of education programs or is someone going to lose a job?" it is obvious that you have a moral dilemma. This illustrates why the NEA believes there must be matching funds emanating from the Federal Government if we are going to have a dynamic improvement of education programs that involve teachers. It is just that simple. The NEA does not assume, nor does it argue, that the state and local levels should be excluded. We do assert that in-service training should be publicly financed.

In reference to in-service education for teachers, we do have a list of areas that we think needs to be researched. The first area concerns the nature of teaching. We still lack a well-established base of knowledge for teaching because it has not been properly synthesized. Some people have a well-established knowledge base, but find it difficult to

apply it to the classroom. We still have a great deal of traditional, single, variable, quantitative, and statistical research which has proven to be inadequate to the task. But it holds on, and it gets the lion's share of research money in most cases. We need research that develops new hypotheses through the involvement of teachers and the teaching situation. I think experienced teachers will be responsive to this.

Another area to be addressed is the definition of the role of a teacher. This causes a great deal of uneasiness. If the role of the teacher is to be clearly defined, I do not think we would have the kind of confusion which exists when teachers and teacher-aides are compared, just to give one example. One of the things that is interesting about all of us in education is that we often resist definitions. We almost refuse to be arbitrary about definitions, and it seems to me that somewhere, someplace, we ought to become more arbitrary so that we can create a common understanding.

There are other areas, some of which may seem very mundane. There is, for example, the issue of the very nature of career teaching, or what the relationship between pre-service training and in-service training should be. In this instance, I think Teacher Corps has made the right move in that direction. Further, how can in-service training be integrated into teaching as an imperative dimension? How should we govern? How does one collaborate when one is afraid to be co-opted?

We talk a great deal about teacher power. One of the biggest myths today is that teachers have enormous power. I do not believe it. We ought to

go back and read Rollo May. No normal person can be normal, without the power to be, and so it is with the profession, and, again, that is over-simplification.

I think we ought to study the nature of success. There are beautiful examples all over this country of in-service education programs that are working. What are their basic characteristics? This study is only beginning to take place.

Eventually, somebody has to have the audacity to research the effects of collective bargaining on teaching and learning. What are the effects of collective bargaining on staff development for teachers? What are the new variations in collective bargaining that hold promise; what is the impact of accountability? What have been the effects of state accountability programs on teaching? What is the appropriate accountability concept for teaching and learning?

Everyone wants to be accountable and responsible, particularly the latter. But we are invited to be quacks when someone asks us to guarantee outcomes. The first earmark of a quack is a person who will guarantee outcomes, rather than say, "Given these conditions, with these modalities, this situation, this clientele, the prognosis will be thus." That is fine. But when we are asked to guarantee outcomes, we are invited to become quacks.

What is the relationship between in-service education and advanced credentialing or certification? How do you relate college credits to that process? What is the relationship between in-service training and teacher effectiveness? What are the issues involved in the finance of in-service programs and national priorities?

Look at the national priorities and think about the pervasive nature of the Federal impact, and we contend that the only source of funds to do an adequate job is some sort of financial aid from the Federal level. Now, how does one centralize finance for the express purpose of decentralizing a function that gets at the kind of problem we are talking about? We could go on discussing the exchange of positions and so on.

Let me close by asserting two or three things. One: we think that an effective system of job-related in-service education for teachers is prerequisite to the improvement of schooling, and we think it will require a distinct sequence of events. Two: there needs to be a conceptual system designed, created, tested, and evaluated through research of program systems. Government at all three levels should be providing incentives of certain types for creating such systems. Finally, we think that in-service programs should be built upon valid psychological and institutional foundations. Improvement must be based upon understanding that effective teaching requires teachers who feel adequate, partially because they have opportunity and time for continuous experiences which are self-fulfilling.

We think that this kind of an activity will lead to the improvement of education for children. We see the two as inextricably related, and we think that this kind of a program is the kind of thing that you in Teacher Corps are engaged in. It is in the public interest.

Dave Darland

Dave Darland is the Associate Director of Instruction and Professional Development at the National Education Association.

"... we have to explain that what we are doing in teacher education makes sense—even though, frankly, it hasn't always made sense in the past. Teacher education needs the kind of new direction and new definition that you—through the Teacher Corps—are giving it."

Joseph Cronin

"An oversupply of teachers can only mean that we have adequately qualified personnel to serve the specialized educational needs of every child."

Antonia Pantoja

Teacher Training for the Least Restrictive Enviroment: An Idiosynchratic View of Special Education

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A Human Responsibility

I was recently looking for something to read, and I found an old book, *Inside Europe*, by John Gunther. Gunther said the situation in Germany was very serious, but not hopeless. The situation in Austria, he said, was hopeless, but not serious. When I think about Special Education, mental retardation, and institutions, I conclude that the situation is very serious and near hopeless. Those who do not think likewise are either very naive, or they belong in the bughouse in the place of those we put there.

This paper will offer a biased, variated, idiosynchratic view of the Special Education/mental health/mental retardation world. One way to get at the reality of that monolith is to examine others' perspectives. Jacques Monard, the Nobel biologist and Director of the Pasteur Institute, once taught me something important at a conference. The first presentor at the conference was Robert Cook, then the Gibbons Professor of Pediatrics at Johns Hopkins. Cook showed —possibly for the first time in public—a film that later became a classic in terror and horror, the film of an infant with Downs' Syndrome. The child was born with an intestinal blockage and the parents did not permit surgery. Johns Hopkins did not proceed through the courts, as they might normally have done, and fourteen days later the infant expired from starvation. In a large university medical center surrounded by doctors and nurses, the baby was permitted to die. Why?

Later it was time for the great Nobel Laureate, who received his prize for describing the structure of cells in ways that illuminated our understanding of life itself. His last book had said that all of life is random—all behavior and all interactions are accidental. He said, "There is no meaning to it all." I thought that this man was going to tell us what went on in his laboratory, that famed Paris institute. I thought he would tell us about the new discoveries that those white-coated geniuses were going to make, what new mysteries they would unravel to help us understand the retarded, the lame, and the halt.

He did not speak about science that morning. Instead, he told us that the problems we have with

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the retarded, the elderly, and he mentally ill are problems that scientists cannot solve. These are problems that have to do with our testaments and our declarations, and how one human being conceives of another human being *as a human being.*

Asking The Right Questions: A Matter of Priorities

Let us consider the problem of asking the right questions. Who has not read about the SST controversy? Should we let them land in the United States? Should we send them back to Europe? Should we build more or fewer? Are they economical or not economical? Will they cause more air pollution or possibly less? The real question, the question that must provide a context, has not been asked: "Is there anyone on the face of the earth who must travel from London to New York in three hours?" That is the question to ask, and until we ask and answer it, we have no right to ask about pollution. Even if we solve the pollution question, we do not get at the fundamental issue. That has been the problem in Special Education. The public laws ask, "Should we build larger institutions or cleaner institutions?" "Do we need better special classes?" Who asks if we need special classes, or what they mean?

A few weeks ago, a friend told me about a recent trip to Cuba. She was very impressed with the Cuban systems for the retarded, the disturbed, the elderly, and the fragile. She asked her guide, "How did you do it? How did you preserve priority for the care of those in need? You have just completed a revolution. You have internal strife; you have large and powerful governments breathing down your neck; how did you preserve that priority?" The guide said, "That is why we fought the revolution. If we didn't give first attention to education, to the sick, to the needy, there would have been no purpose for the revolution. The privileged have always enjoyed their rights." Those who are privileged enjoy their rights; they have guarantees of equal protection and due process. It is only the weak and the defenseless who require revolutions. We once said that, two hundred years ago. Look at the Declaration of Independence, the Constitution, or the Bill of Rights; there you see guarantees for the common people, for the weak, for the defenseless—not for George Washington or Thomas Jefferson, but for those who are at risk. The concept of America is great. It is just in the implementation of the concept that we have from time-to-time gone astray.

Mary Shelley's story, *Frankenstein,* offers us a lesson about our own business here. Shelley wrote about a monster who was made a monster by loneliness. That human being became a monster because there was no one to share his life, no one to help, no one to work with or for. Frankenstein was a victim of deep, deep despair, caused by loneliness. Hence, the monster. In 1976, the monster is lonely because he is a monster. Monsters *deserve* to be lonely. Monsters should be shunted aside. You will see what our civilization has become if you read *Frankenstein.*

Why The Witches Were Burned

I recently found an article in the New York *Times* about one of my favorite childhood topics, witches. A front-page article said that the Salem witchcraft trials were linked to an LSD-like agent. That explains it all! The reason we burned the witches is now explained. Those involved in the trials had imbibed some LSD through the water, or the air, or maybe in church. The good citizens burned the witches.

But that is not really why they were burned. It took many, many years to understand why the witches were burned, and I am going to share that secret with you now. The reason has never before been told in mixed company. For years I worried about those witches; the more I read the history of the witches, the more I found that they were good and God-fearing people who took care of their families, who were honest and thrifty and Christian. Why were they burned? Finally, from my own work in institutions, it dawned on me. The witches were burned because they were witches, and witches are burned.

By the same reasoning, the retarded are put in institutions because they are retarded. The crazy kids are put in the special class because they are crazy. You do not need a reason. If the state says you must have a reason, you say, "Okay, what do you want? A 75 IQ? They have less than a 75 IQ." What does having a 75 IQ have to do with being in a separate class? It is our convention. Burning was the convention 300 years ago, and that is why the witches were burned.

Good Business

Let us look at the big business aspects of our field. There is a great deal of money being spent on the handicapped. It is good business. As Cal Coolidge said, "Business is America's business." It is patriotic, and it is good business. Politicians know that handicapped people are good business. The Governor of New York recently announced a 924 million dollar budget for the Department of Mental Hygiene. With Title XIX and other Federal funds coming into New York State's Department of Mental Hygiene, that budget will far exceed a billion dollars. I am sure that is more than the national budget of countries such as Liechtenstein and Lithuania. In New York State, a Department of Mental Hygiene is spending a billion dollars, mainly on institutions.

The Willowbrook institution has recently been uncomfortably publicized. Those who are sympathetic have said, "Oh, if they only had their budget, maybe the children wouldn't have to eat mush and go to bed naked. Maybe they will find a pair of shoes for a child so that he won't have to wear a right sneaker and a left shoe. What's more, he will wear socks and the teachers will really teach. If they only had the money." The fact is that the current Willowbrook budget for less than three thousand residents is 74 million dollars. Enough said about Willowbrook. In fact, too much said about Willowbrook.

Now we have the Williams-Bradamus Bill, the Education for All Handicapped Children Act. It is expected that by 1978 they will have nearly reached the ceiling allocated by Congress, a ceiling of 370 million dollars. There are predictions that the 3.1 billion dollars approved by Congress will be spent. This legislation will be in effect at least through our lifetimes. It is not one of those Federal acts that will die next year. It offers great opportunities; it demands that children be placed in the least restrictive learning environments, that multi- and severely-handicapped children be educated by the schools.

We must be very careful, however, that this act does not have the effect that other Federal and State acts have had: merely re-labelling children already in the schools, adding the burden of being labelled partially-sighted, partially-disturbed, or partially-retarded.

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A Bill of Rights?

There is more than bad news; after a couple of more bad-news items, we will consider the good news. Among the bad news is the Patients' Bill of Rights at the Upstate Medical Center in Syracuse, New York. The smoking policy in that Bill of Rights is as follows: "Patients who are under sedation or feeble-minded or confined to bed will be prohibited from smoking unless the patient receives permission from the charge nurse." Maybe they think that if you are feeble-minded, you must be protected from cancer. Or maybe they think feeble-minded patients are more dangerous than forgetful professors.

Mainstreaming and De-Institutionalization

There has been an enormous rush to mainstream children in America, and to de-institutionalize them. New York State had a crash program a couple of years ago to de-institutionalize mental patients. Large numbers of mental patients were dumped into the community to live in apartment houses, motels, and private homes that the state had bought or rented. They were often concentrated in small geographic areas, and when the good citizens of Long Beach, New York woke up one day and saw strange people walking their streets, they said, "What is going on here?" They found out that the State Department of Mental Hygiene had placed ex-patients in their area.

The State Department of Mental Hygiene said, "Don't you read Wolf Wolfensburger?" They said, "We can't even pronounce it." The Department said, "Don't you read about mainstreaming, and about Dr. Marie Barry's work to promote mainstreaming?" When they got the idea of what mainstreaming was, or what normalization was, Long Beach said, "But maybe rather than having mainstreamed the mentally ill, you made an institution out of Long Beach."

The New York *Times* described a solution to the problem: "What are needed," they said, "are open, halfway communities, preferably located in rural areas, where the less afflicted can work at farming and crafts." Can you believe it? The New York *Times* saying such stupid stuff!

A couple of weeks ago, the *Times* ran another item about New York City's Department of Traffic, which was screening the premier of a film on teaching retarded young people to walk safely through traffic. They said, "The film was produced by the Department with funds provided by the Federal Highway Safety Act. Attending the showing will be representatives from schools for retarded persons, as well as from City, State, and Federal agencies administering highway safety programs." Did anybody think to invite a few people for whom the film is intended? Can't the intended audience see it? Must they be the last to see it? Why were not any of those folks invited to the film? Will they ever be invited?

Guess Who Came To Dinner?

Now, for the good news. Things are changing. Things are getting a little better. A few months ago, I spoke to the banquet of the New York State Chapter of the American Association on Mental Deficiency. At the banquet I noticed three or four tables where the people did not appear to be AAMD members. They did not look like you and me. They were nice, good-looking, well-dressed, happy people but there were several braces and crutches lying around. They were young, and their clothes did not look so very elegant.

I asked who was seated at those tables, and the host said they were residents of the Gouvener State School. To myself I said, "Oh, no. They have done it again. It is Christmas time. Before we have dinner, they are going to ask these people to sing some carols, and then they are going to hustle them out and not even feed them." You see, you bring in the curiosities to sing the Christmas carols or play the piano or read a poem—and then you get them out so you can really have a hell of a time. But I have been in this field too long, and I am too jaundiced. Guess who was invited to dinner? Just to come to dinner—not to entertain, not to do cartwheels—just to come to dinner. It was the most inspiring sight I have seen in years. I could not even talk about it to the people at dinner because that would have called attention to those guests. I wanted to say how wonderful it was to invite the people you presume to want to help.

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Society, Too, Should Change

There is more good news: I recently got a letter from the state bughouse down the street. I have visited it many times and I know the people there. The letter said, "We, the clients and staff on 'Team B,' have learned of your appointment by the Governor to the Board of Visitors. We are pleased to learn of your appointment. We look forward to demonstrating to you and others on the Board our commitment to supporting community-based services. Also, we want you to know that we are going to be watching you." They said, "You are our friend, but we are going to watch you. This is our institution, too, so do a good job as a member of the Board of Visitors." It was signed, not by the staff, but by the residents *and* the staff.

Times have changed at the institution. That same institution recently wrote to the Director of Education and Training to say, "The resident government had a meeting with all of the people of our unit. We told them about our meeting with you and that you said we would have to pay for a second telephone. We all feel that we can't pay for the second telephone. We are going to fight for our human rights."

You know what they are learning at that institution? They are learning what women learned, what Blacks learned, and what Native Americans learned. They are learning that, in the last analysis, they must fight for their destinies. They understand themselves. They learned that, while there are individuals who are different and who have clinical needs, there are also *groups* that are different, and it is not always proper that the group be asked to change. Sometimes, society should change. Women and Blacks said: "We won't change anymore. *You* must change." Now, others can say, "What do you mean you must be toilet trained to go to school? We will try and toilet train ourselves and our teachers will help us, but if you maintain that rule, only some will pass, while other children will never make it."

Of course, we tirelessly work to improve skills and to enhance the development of individuals—we deal with the clinical issues. But there are also vital political, economic, and social issues, and they are always at least as important as clinical issues. While we seek to help the individual change, society must also change. That is very, very important.

Changing Society

Here is some more good news: A few months ago, I spotted a Camel cigarette advertisement—and, by the way, the story I am about to tell represents the biggest professional achievement of my career. In the Camel ad was a group of people, with the caption, "Who smokes the Camel?" Obviously it was not the chubby guy. It was not the muscle-bound guy, either. It was a Robert Redford look-alike. You just knew he was the Camel smoker. Now, what about this guy, Number 58, with the football jersey on? Is he a Camel smoker? No. He is Tyrone Shoelace, beach pest. The 58 stands for his IQ.

The advertisement made me angry. Who do they think they are? They do not have to derogate human beings. That is a rotten thing to do. I wrote to the president of the tobacco company to tell him what was on my mind. I gave him hell. I got a reply from the Vice-President and Director of Marketing. He said, "You took the advertisement wrong. It is intended as a sort of cartoon. It is a caricature. It wasn't our intention to offend anyone, but if we did, we sincerely apologize. We have a great deal of empathy for the kind of public-spirited work you are doing."

He does not know what I am doing. For all he knows, I could be a bank robber. But wait! A few weeks later, I saw the advertisement again. The muscle-bound guy and Robert Redford were both still there, handsome as ever. And old 58 was there, too, old Tyrone Shoelace. But this time he was described as Hugh Midity, formerly Channel 58's whistling weatherman! We finally won something! They changed the ad!

If you have a little perserverance, if you work very hard, if you go to school, if you listen to your supervisor, if you keep your nose clean, if you become very, very distinguished and very, very important, something good happens: you change society.

About ten years ago, I visited several institutions for the mentally retarded in New England and New York. They were big, ugly state institutions, with one exception, which was somewhat ugly outside, but very beautiful inside, and small. A decade later, I find that institutions are much smaller. They are cleaner. The people are wearing clothes. The capital expendi-

ture in institutions for the retarded in 1965 was less than seven dollars a day. Today, that figure is twenty or thirty thousand dollars per resident per year. One institution in Pennsylvania is expending sixty thousand dollars per resident. A great many more resources are going into the institutions; they look better, and the people are wearing clothes. An examination of the programs behind the clothes may lead to the conclusion that, where before there were naked people sitting around in dayrooms and milling around doing nothing, there are now clothed people sitting around in dayrooms and milling around doing nothing.

Holding The Tail

I was recently in a community for retarded adults who live with ordinary people in small homes. Some people say the community is segregated, but so is Washington and so is New York; every place is confined by boundaries. This village is made up of twenty or thirty homes of disabled—or supposedly disabled—people. I got up early one morning and was down at the barn about six o'clock. The young men and I were chatting, and they eventually milked the cows. Then I saw a man, a villager—that is, a retard on the outside—milking a cow, and another holding the tail. I asked the second man an obviously stupid question: "What do you do?" He looked at me as if to say, "You see what I do. I hold the tail." I eventually figured out why. You do not have to be a farmer to figure out why somebody holds the tail, but it did seem to me to be a curious occupation.

Then, a few days later, I was at the Syracuse Developmental Center, in a large dayroom, with a terrazzo floor and hard, hard walls. There was a fellow, about the same age as the tail-holder, sitting in the middle of the dayroom floor, holding one of those cubes made by Playskool. (I don't trust Playskool. Anybody that pretends to serve education should not misspell their own name. You cannot be a promoter of education and misspell your own name. There is something wrong there.) But back to the point: this fellow was holding onto the leather strap of the cube. That is his occupation. It is a useless occupation, just holding onto the strap; but there *are* communities, there *are* places where people have something useful to do.

What Kinds of Lives . . . ?

For years, I believed that what I had seen in hundreds of institutional visits—those terrible things I had seen over the years—were examples of the pathology of institutions. I believed that the cruelty I saw, and the people sitting around the dayroom bench, were examples of the pathology of institutions; those were the definition of an institution. But when you want to study whether people have things to do, whether they have purpose and meaningfulness in their lives, you must look outside as well as inside the institution. I took a walk on our campus one day recently, and I went into the dorms, and the classrooms, and the cafeterias. I saw college students with nothing to do; they were sitting around, not doing anything. Think about our Saturday night cocktail parties, where everybody is speaking to one another, but not *with* one another. And look at the Friday night rush, when everyone is rushing home to get smashed, to forget the work of the previous week.

What kinds of lives are those? I concluded that Special Education, and the disabled, and those in institutions, and the elderly, and all of these special populations that we are so good and expert at treating and dosing—I concluded that what happens to them, the lives they lead, reflect our own lives. We had better be careful what kind of lives we design for those people.

Burton Blatt

Burton Blatt is the Dean of the School of Education at Syracuse University.

"Did you know that—despite all the new legislation for the handicapped—about half of the seven million children who are identified as handicapped get very little service? Did you know that 40 percent of those seven million children are in low-income and rural schools today, and are receiving no service? Did you know that the teachers in many of those schools do not know that those children have been identified as having severe learning and behavioral problems?

Did you know that one of the greatest problems teachers faced, until recently, was the inability to discern the difference between affective behavior based on teacher or student behavior, on the one hand, and similar behavior caused by legitimate learning and behavioral problems on the other? Where teachers could identify those casual differences, they could not diagnose them. Where they could identify and diagnose, they could not prescribe. They simply did not have the requisite skills, techniques, and knowledge to deal with learning and behavioral problems.

"School psychologists, among others, can help teachers by providing resources for working with such children. The resources and tools available should be made available to regular classroom teachers. We need to help teachers to effectively deliver services to children. We in the Teacher Corps—and you in your local project—have an obligation to provide vehicles to help others serve children more effectively."

William L. Smith

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The Training Complex: Its Roots and Relationship to Teacher Corps

The Organization Of Training Complexes

The history, organization, functions, and operations of training complexes are useful to understanding the place of such programs in Teacher Corps. The training complex was probably born in the works of B. Othaneal Smith more than any other single person. He wrote a book called *Teachers for the Real World*, in which he laid the foundation for training complexes. He saw a training complex as a staff development operation for anyone who deals with children. The notion of a training complex was intended to transcend the more narrow focus of teaching centers or teacher's centers as we think of them.

In Teacher Corps, the training complex seems to be the only programmatic thrust that purports to connote a delivery system of some type for the development of teachers. It addresses both pre-service and in-service training, as well as training in community education. In contrast, Competency-Based Teacher Education and the Research Application thrust tend to be more substantive approaches to teacher education. The Alternative School thrust appears to be dealing with ways of instructing children and training teachers within that framework. The interdisciplinary thrust is, of course, another substantive approach.

The training complex provides a context in which any of the other thrusts might be operated. Training complexes are not, however, superordinate to the other Teacher Corps thrusts. The thrusts cannot be considered discrete entities, since they are often interrelated and interdependent in their application.

The Independent Training Complex

There are at least seven different training complex organizational patterns, and at least four different kinds of functions that they serve. Some of those organizational styles do not match Teacher Corps project designs very well; others do.

The first of the former group is the independent training complex, which by definition is not connected with any institution. It usually operates on a shoestring budget and functions because teachers are interested in it and go there. In physical form it is often little more than a room and a ditto machine in the bottom of a church or a storefront. It is usually built around the charisma, the intelligence, and the capabilities of one or two strongly committed people. Obviously that is not the kind of teaching center or training complex the Teacher Corps is involved with. The independent complexes, the pathfinders, tend to be teacher-oriented and do not get bogged down with any complex governmental mechanism. Teachers simply do not go there because they do not like what is going on. Relationships among people in those complexes tend to be consistent with that type of orientation.

The Single-Unit Complex

Probably the most common type of staff development center is the single-unit training complex. It is most often found in a school district and/or a university or college. The single-unit center is typically an outgrowth of a school district's in-service education program. The only difference between this center and traditional in-service programs is that it tends to be more goal-oriented; it also tends to be better defined and to provide more continuity of training.

The single-unit center grew out of an attempt to focus in-service programs to meet school districts' organizational patterns. It is usually under the supervision of an assistant superintendent or someone on a comparable level, but it is run by committees or other groups. It is not a Teacher Corps model; it cannot be because it does not involve much collaboration, and it need not involve other constituencies.

The Professional Organization Training Complex

Professional organization training complexes are now becoming more evident. This model is being negotiated in contracts between professional organizations and school districts. The result gives the teachers' organization more control over the program, its operation, and its staff. This complex is typically operated on a minimal budget as school districts never put much money into in-service.

Recently, and there are only a very few examples of these, we find other types of professional organizations becoming involved in developing centers. These tend to be subject-matter oriented. There is a complex, for instance, in Colorado that focuses on environmental education; it is related to a larger professional organization.

The Free Partnership Training Complex

Finally, the free partnership model is important because it contrasts with another type, the "legislative-political" complex. In the free partnership, two agencies or institutions—typically a school district and a university or college—join together willingly and plan a program (with or without a facility) for the continuing development of professional educators. This is done without the benefit of a mandate or Federal grant. It is done without state organization or intermediate district subsidy. That is why it is free. It develops more slowly and is more poorly funded, but it

only need be responsive to that school district and university. This model probably grew out of the student-teaching centers which have emerged over the past fifteen years. Those centers used to train many pre-service student teachers for a given school district.

The Legislative-Political Training Complex

There are also at least three organizational styles that d[illegible]eem to have some consonance with Teacher Corps. The complex that makes the best match and most clearly describes the organizational style of training complexes within Teacher Corps is the legislative-political complex. It is actually a consortium, a legislative-political consortium. It involves three or more constituencies which join forces because of some type of legislative mandate or political influence. Within that context, a grant from Teacher Corps (or from any other agency or institution) is considered a political influence. That influence says, "You may have these monies to operate as long as you accept our rules and behave in accordance with those rules. Within those constraints you may do as you like." That is the legislative-political orientation, as opposed to the free partnership orientation, which does not involve mandates, rules or regulations from outside; because there are no outside monies involved.

The "Almost Independent" Complex

The "almost independent" complex may evolve from the "legislative-political" model. This model is dangerous for Teacher Corps. The "almost independent" model functions much like the independent model, except that it is bureaucratically attached to some institution. It usually maintains its autonomy by soliciting and obtaining outside resources. Teacher Corps could easily fall into this category, but it is a trap. This model usually keeps its autonomy because of the charisma, influence, and power of the people who operate it.

The "almost independent" model is a trap for Teacher Corps because it tends to be isolationist. It also has benefits, for example, it makes life much easier for those who operate the center. If you are almost independent and isolationist, you may sit in

your office and manage your staff, your Interns, or your in-service program. You may totally ignore the fact that there are at least two other institutions which are intimately involved in the center. Ignoring other groups makes life easy; it also suggests that the program expires when funding expires. Any chance for program continuity is lost by the isolation that results from being "almost independent." That model, then, works against the best features of Teacher Corps. In summary, the "almost independent" complex is organized as a consortium with legislative and political influence. This model runs the risk of trying to become too independent, simply because it is easier that way. Because it often circumvents the bureaucracy, it loses some of its potential impact and some of its potential for continuation after external funding is gone.

Teaching Complex Functions

Organizational style is probably the least important aspect of training complexes, their functions being more important. Knowing how they are organized is, perhaps, necessary but not sufficient. The program operating within a training complex is the heart of the matter. In very broad terms, there are at least four different functional types of training complexes. The four types are neither discrete nor mutually exclusive, and any one training complex may conceivably serve more than one function. A complex usually serves a predominant function, however, which may most often be identified by the complex's organization, purposes, and constituencies. That is important to Teacher Corps because some functional types will deal with a broad spectrum of people, while others will deal with a smaller spectrum. Program directors, developers, and implementators must consider functional alternatives and ask, "Whom do we want to impact, and how do we want to achieve impact?"

The Facilitative Function

The first training complex function is called a facilitative function. It is probably the type of function

that comes out of the image created by the British teaching center. It is important to stress the word "image", because sometimes our image of what goes on across dark green oceans is probably different from what actually does go on. But the image has been important.

This function tends to be unprogrammatic. The facilitative function hinges on the creation of an environment that people can relate to, enjoy, and be happy in. It has to be rich in materials, supportive staff members, and programs. Programs develop exclusively out of the perceived and stated needs of those who go to the complex. People do not go to a facilitative environment because they are required to. They go there because they want to and they develop the program there themselves.

That causes some problems. It is hard to show cost-effectiveness in that type of center. At the same time, however, that type of center will generate a lot of credibility with teachers, who are, after all, the target clientele. The facilitative function engenders positive feelings about what goes on in the training complex. This type of complex, however, can cause problems with governing boards such as a coordinating council or a Teacher Corps governance system. Those who govern often believe they ought to be involved in defining content. That directly opposes the development of a heuristic, collegial, investigative environment that can help people to grow both personally and professionally. Such complexes probably should not comprise a total program, but they are an important component of any type of training complex or teaching center orientation.

The Responsive Function

Beyond the facilitative function, there are training complexes which serve a responsive function. This function relates very closely to some of the funding criteria in the Teacher Corps guidelines; that is, a needs analysis is implied when a complex is being responsive. The training complex must be responsive to *something* and *someone*. There are, however, two varieties of responsiveness which speak to the organization of American education, and can be a damning criticism of educational organization. First, some programs respond to institutional needs; for example, an assistant superintendent of instruction may survey the test of reading for the past five years and notice a drop in reading scores. He then suggests there is a need to improve the district's reading program. It is a valid need, and it would most likely be a valid needs assessment, too. But those needs have been defined by the institution and the center staff is asked to be responsive to them.

Second, there is the type of orientation in a complex that attempts to be responsive to the needs of people—the personal perceived needs of teachers who come to the center. This is similar to the facilitative type of complex.

Those two orientations to responsiveness speak to the organization of education because they are often seen as mutually exclusive. That is tragic. That view results in the highly bureaucratic center that responds to institutional needs which tend to ignore the needs of teachers. At the other end of the spectrum is the complex which is single-mindedly intent upon responding to people. For some reason, they think that they are somehow not doing the right thing if they listen to expressions of institutional needs.

Teacher Corps projects and training complexes must wed those two orientations, or else staff development centers will never reach their potential. A center coordinator, complex director, or staff developer needs to be sensitive to both areas of need. Either way, a responsive orientation demands a very wide array of resources. During the planning stages, a group will help to determine needs through a needs assessment process. That requires a great deal of flexibility and a rapid response if the complex is to be perceived positively by its constituents. Such a center cannot legitimately identify a programmatic need and then wait until the monthly governance board meeting for program approval. Program leaders must be held accountable at one level, yet they need the freedom and flexibility to respond in order to do their job well. This responsive approach seems to be the most common complex orientation.

The Advocacy Function

A second function of training complexes is advocacy, which is certainly a worthwhile function, assuming the complex spells out its area of advocacy and is willing to live with it. This orientation has both strengths and limitations. A complex with this orientation is characterized by some level of commitment to an educational approach, philosophy, or ideology. It is able to articulate that philosophy. This approach tends to be relatively narrow, and sometimes unresponsive to clients whose needs transcend the mission that the complex advocates.

The advocacy approach is tailor-made for many Teacher Corps projects. In fact, a proposal for a Teacher Corps training complex is implicitly adopting some areas of advocacy. That proposal is buying into advocacy of the diagnostic-prescriptive approach to education, exceptional child programs, and community-based education. Those are all advocacies. Those are all educational approaches that, by virtue of submitting a proposal, a project says it is going to advocate.

It is a dubious proposition to plan a training complex with a total advocacy function, but it can be an important component within a complex. The open education center is probably the single most common advocacy center outside of Teacher Corps. But there are also many, particularly in the Midwest. which advocate multi-unit schools. Others advocate Competency-Based Education. Sometimes a complex says it is responsive, but a closer look will reveal that its role is more that of an advocate. That creates problems with clients who come expecting one type of service and receive another.

The problem with a total advocacy approach is that it may inhibit the broad base of support needed to survive. People who do not accept the complex's commitment to a given educational approach do not give their support. That is something Teacher Corps must be very careful about. Complexes must be developed so that they can advocate certain approaches while leaving the door open for broader support bases.

Functionally Unique Complexes

Finally, some complexes are functionally unique. They serve a very discrete and separate function, but that function is so uncommon that it does not fall into any of the other categories. These complexes may want to develop materials or do research. There are even child-centered training complexes where the real emphasis is on the instruction of children; the teacher training aspect is secondary. That fits in well with what is called the developmental mission of Teacher Corps. The notion of a functionally unique training complex is developmental. Experimentation is possible in that complex; new approaches may be tried out; better mousetraps may be built; university credit hours and school days, as well as the organization of schools, may be adjusted. One of the things to remember about the developmental notion is that it requires a context in which to change the schools while developing teacher training programs. The functionally unique complexes are one way of going about that.

Training Complexes and Teacher Corps Concerns

Finally, training complexes relate to two or three of the larger, more time-consuming, more important Teacher Corps funding criteria, which of course represent programmatic concerns. First is the matter of institutional adoption. That criterion relates to the question of what is left of the project at the institution once Teacher Corps funding is gone. That criterion concerns money and the transferral, in a very formal, concrete sense, of Teacher Corps programmatic aspects into institutional budgets and priorities. That does not work at many institutions.

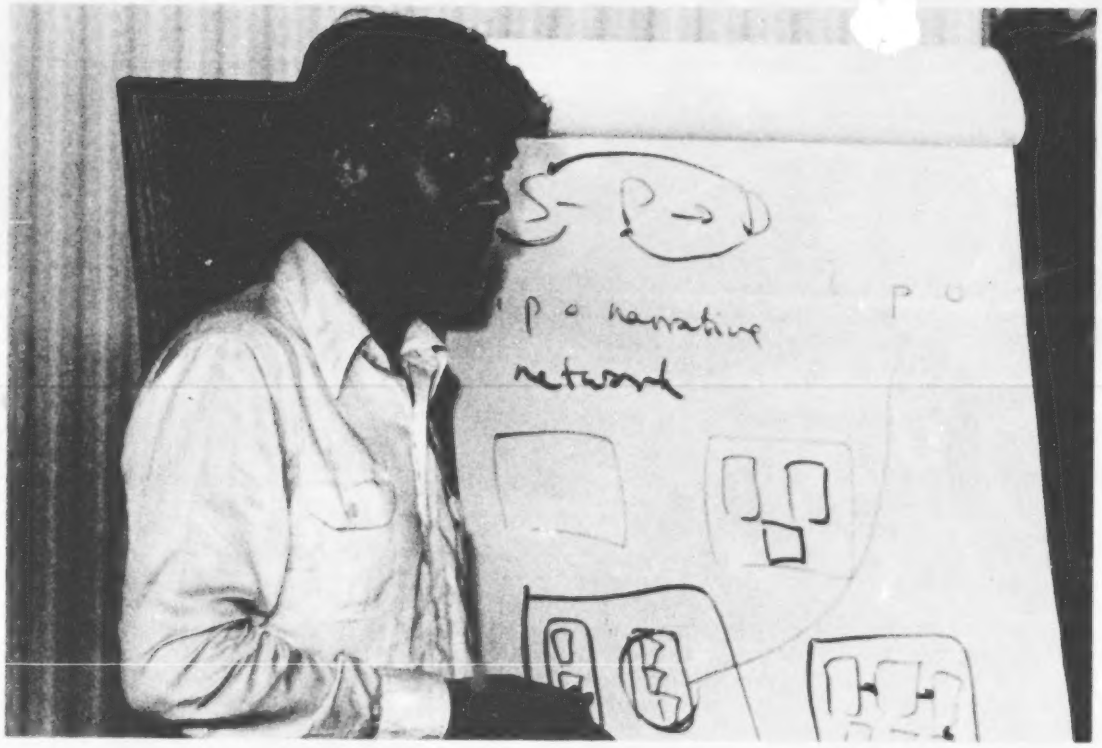
Second is the two-year Teacher Corps time frame which inhibits both university and school district adoption of project elements. Our greatest enemy in Federal Programming (and specifically in Teacher Corps) is the fiscal year. A proposal must assume that the project ends after two years, but many project goals simply take longer than that. The institutional adoption criterion, however, used to examine the degree to which the curriculum was transferred in a very overt, concrete way from the Teacher Corps project to the regular curriculum. This often took the form of changing course titles: "Introduction to Education" became "Introduction to Urban Education for the Disadvantaged." The course did not change, the instructor did not change, the books did not necessarily change; the change was entirely superficial.

The training complex offers a more promising approach to institutional adoption, *if* that orientation adheres to at least two very simple rules. First, the training complex must not be closed to those outside of Teacher Corps; it cannot be isolationist. A training complex requires some input regarding the use of resources. Meanwhile, one criterion says that those resources can only be used to impact those people who are part of the Teacher Corps project, whether they are Interns, in-service teachers, or other role groups. That constraint inhibits institutional adoption. It will alienate people who are not part of the project. True institutional adoption requires a concentrated effort within the complex to legally go beyond the project itself. That is very important, and the training complex will allow a broad interpretation of its training constituency.

Second, the training complex also encounters trouble if it is seen as offering services only to legitimate institutional people, that is, teachers. Institutional adoption requires support beyond teachers or a teachers' organization. It requires support from parents, from the larger community, and from the business sector. The training complex offers an opportunity to tie into any or all of those constituencies. Keeping those two ideas in mind greatly enhances the chances for institutional adoption, and they are not likely to be translated into terms of budget line-items or course titles. Institutional adoption is important. If the institution doesn't change somehow, Teacher Corps resources probably have not been used very well.

Field-Based Instruction

Field-based instruction is another Teacher Corps funding criterion which relates to training complexes. Training complexes, again, appear ready-made for field-based instruction. Field-based instruction must be more than transferring courses from the university to the field. It must be done within the context of children. To me, there is no valid reason for instructing either pre-service or in-service teachers in the field unless that process involves children. The integration of children into the training complex *must* be legitimized.



Collaborative Decision-Making

Finally, collaborative decision-making is important to training complexes and Teacher Corps. The productivity and effectiveness of collaborative decision-making is an empirical question. Collaborative decision-making—the way we are viewing it now in American education—is not necessary *de facto* good, although it may be *de facto* necessary. It should be explored very carefully; its policy implications should be examined; its implications for management and administration should also be examined. Program development can almost grind to a halt in a Teacher Corps project because the governing board, the collaborative decision-making body, cannot differentiate its role from the roles of the people who were running the program. The question of collaboration also relates to the relationship of the Teacher Corps project governing board to the already-established governing boards of their collaborative institutions. School districts have school boards, and universities have a plethora of councils, all making their own decisions. Carving out an autonomous position destroys the chances for making any impact.

Program development is slower when one utilizes a collaborative decision-making system. The process, however, may be more responsive, and its results may gain greater acceptance in the long run, in which case it has two pluses and one minus.

There are, then, many types of training complexes, some of which are consistent with Teacher Corps concerns, goals, and operations, while others are not. Certainly the operation of training complexes holds much potential for the in-service training of teachers, as well as pitfalls which must be recognized if they are to be avoided. As a delivery system for the development of the professional skills of teachers, the training complex *can* make a difference in the education of children. Through the Teacher Corps Training Complex Thrust, the program is making some important and signicant contributions to teacher training designs. Their potential can only be fulfilled through continuing efforts and appropriate modifications in light of the Teacher Corps experience. There can be little doubt that the effort will continue to produce significant changes as it develops.

Sam Yarger

Sam Yarger is a Program Development Specialist for the Teacher Corps project at Syracuse University.

"I first learned about field-based instruction in 1971 in Toledo, Ohio. I learned that when you take the course you teach at the university into the field, the primary differences are that the chairs are smaller, you can't smoke, and the janitor throws you out at 5:30. There were very few differences other than that. Field-based instruction has to involve more than transferring courses from the university to the field. It has to be done within the context of children. There is no valid reason for instructing either preservice or in-service teachers in the field unless it somehow involves children in that process. We must legitimatize the integration of children into the training complex."

Lost Dreams?

A presentation here by an English educator is much like introducing a foreign body into your midst. Hopefully, it will be a sort of congenial irritant into your collective bloodstream. As a result of this presentation, one or two new things may be persuaded to happen between the United Kingdom and the United States.

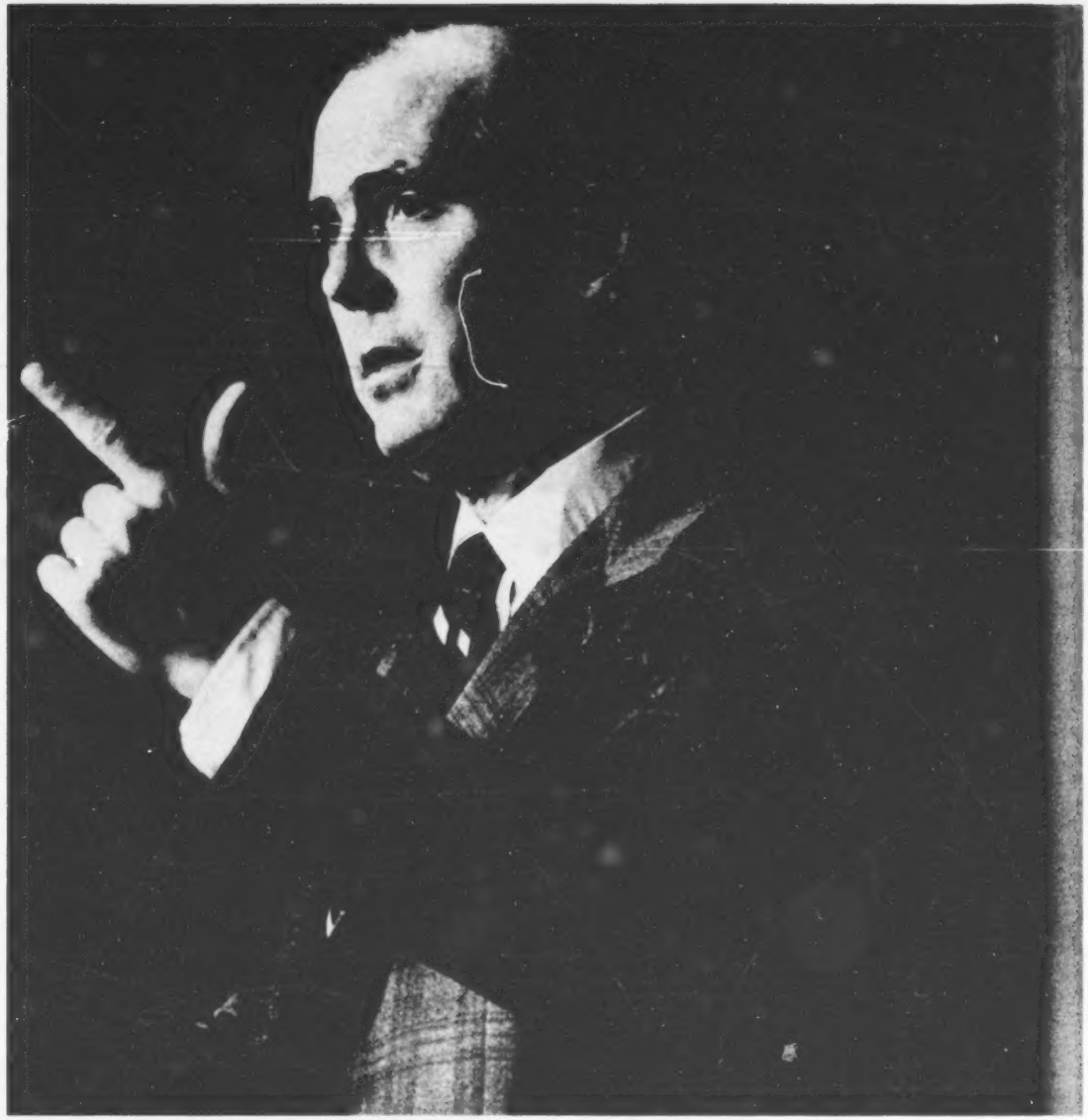
I believe we have lost some of our dreams, some of our imagination, particularly some of our confidence in the education system of modern society. We have to remember, however, that the first truly international generation is with us in our young people. They have no need to be reminded that they are part of an international society. The young have what we never had: instantaneous communication across all kinds of national, linguistic, and cultural barriers. Adults and teachers have a great deal to catch up with when it comes to international feelings, international understanding, and tolerance between peoples. We have much to learn from our young people.

Lost too, is some of the community's former respect for the teacher. That too, can change in a generation, possibly even in a decade. Hope, optimism, and confidence must return to the teaching profession and to the community it serves.

Three Key Words: Loving, Caring, Sharing

When I leave America, I will take back with me three key words: "loving," "caring," and "sharing." Those three words are characteristic of the American approach to education, to your children, to the education of the community, and to the wider society where your schools are found. Those sentiments occur more frequently, are expressed more sincerely, and are backed up with better machinery and a greater will in this country than in most other countries in the world. I find it difficult to calmly accept the proposition that all—or even much—is wrong with the society and the educational community that you represent with such distinction.

Dr. Smith, the Director of Teacher Corps, speaks of what he calls the journal of negative findings. He is concerned with reporting and learning from failures as well as successes. He is quite right. Let us remember that in a better world than this, as the parable of



the talents reminds us, we shall be judged not only by what we have done, but by what we have left undone.

Working Together

What can we do together, the United Kingdom and the United States? First, let us recognize the limitations of the instruments—travel and exchange—that we are using. Noel Coward had a few words for it. He said, "Travel, they say, improves the mind, an irritating platitude, which frankly, *entre nous,* is very far from true." A more serious poet, George Whittney, also has a message for us, for those of us who will just pick up our busloads of kids and planeloads of adults and put them down in another culture, another society, without any preparation, with no selection. Whittney said, "The fool that far is sent/Some wisdom to obtain/Returns an idiot as he went/And brings the fool again." We must work against those limitations.

Seven Proposals

I have seven little proposals to make. They may all be rejected, but I offer them for consideration. First, I have read as much as I possibly could in the last twelve hours about Teacher Corps. I have attended a number of your sessions, and I have spoken informally to many of you. I am now convinced that there should be an International Teacher Corps. It should be based on the principles of cooperation, rather than on unilateral aid, so that at least half of its benefits are seen by both your community and mine. These benefits should accrue to the participants so that the international experience can be built into the professional development program and thereby play an important role in the participants' career advancement.

This International Teacher Corps—if that is what it would be called—should see its participants moving among developed countries and among developing countries. It should also move, as is traditional, from developed to developing countries and cultures. Irving Berlin suggested the principle upon which many of the unilateral aid programs have been falsely based: "I only want what is the best thing for you/And the best thing for you must be me./I have been convinced, after thinking it through,/That the best thing for you must be me."

Amali Bo Midyen, the Algerian president, had a word to say, too. He said: "I don't believe in aid. I detest it. The penny that somebody gives me costs me too much. But I believe in cooperation."

The principles upon which you work, the principles of cooperation between institutions and communities, are a very good example for us to emulate in other aspects of the educational adventure around the world. We would like to join with you, if we possibly could, and if we can contribute usefully, in your view, through that kind of approach. I have the machinery in my own office to extend United Kingdom-United States liaison and cooperation. Let us share some of those massive problems of falling enrollments, of lowering budgets, of a declining number of teaching posts. Let us construct an economical and effective pre-service and in-service training and education program out of those very difficulties.

Imagine the 15,000 young graduates who have come out of British colleges of teacher education in the past month, who have no chance whatsoever getting a teaching job. In some cases, perhaps many cases, they have very little chance of getting any other job in September. Is there someone who will tell us we can do nothing for and with this massive resource? Bernard Shaw was right in a way; youth *is* wasted on the young. But he was wrong to place the blame, as he seemed to, on youth. It is our fault, our responsibility, our challenge. Can we not meet part of that challenge together?

Let me go on. Encourage me, for example, to set up a reciprocal and rigorous scheme of proper Teacher Corps involvement in Britain. Not just the superficial study-tour involvement that characterizes so much of the schemes that are seen today, but a program of proper involvement in British schools for some of your Teacher Corps graduates. Such involvement can serve as a model for other European countries. I will happily put the idea to the European Economic Community in September as an idea; but I will promise now to implement it in the United Kingdom as soon as you please to ask us. Give one in ten, possibly, of your own Teacher Corps graduates—hopefully fully-paid—give one in ten the chance to put their experience at the disposal of my country and others.

I have heard about some of your approaches to specific educational problems. I am fascinated and enormously impressed. Can we not link some of your approaches to their approximate counterparts in Britain? We have our educational priority areas, and great problems. We can learn much from each other's successes, and not much less from our mistakes.

Small, Manageable Schemes of Mutual Enrichment

Join with us, then, in programs of the kind I suggest. Let us use the great sectors of the education systems in our two countries—and in others—and the good people in them. Let us design carefully planned, small—because small in education very often, indeed, is beautiful—manageable schemes of mutual enrichment.

Join us, finally, in pressing for what we are now calling a year-between program. It is not so much a year-between, as a year in-addition. It is predicated on the proposition that no one shall be fully validated as a teacher until he or she, sometime between leaving school and becoming so validated, spends a full year on some non-academic pursuit. Hopefully, that pursuit is in community service, whether in his or her own country, or in another country.

It Is Not the Wrong Time

I would hope to share those ideas with your leadership in the next few months, and I would hope very much that we can cooperate. Do not tell me it is the wrong time. Bureaucrats and politicians always say it is the wrong time. Don't tell me it is too expensive. It is always expensive, and yet money is not the critical factor. Needs and schemes and careful plans are much more important than money. Above all, do not tell me it will not work. I have seen it working in many parts of the world, on a modest scale, with individuals making real contributions to local situations, and it has to work. It is not enough, therefore, for the school to seek to be a world. The world must also be a school.

Let me recapitulate briefly: I suggest an International Teacher Corps which forges a United Kingdom-United States liaison that attempts to meet some of the problems of teacher unemployment on the

one side and educational priority areas on the other. This double-headed problem is, I think, an obscene and totally unacceptable conjunction in a modern society, in what is supposed to be a civilized age.

Next, receive overseas specialists into your Teacher Corps program. I will guarantee to reciprocate in the United Kingdom, if not in all of Europe. Fourth, link our developmental programs and people. Can we not have some visits of select teams, taking your experience into our school systems and vice versa?

Fifth, consider joining with us on programs of international training exchange. Sixth, let us exchange expertise. I find that the most effective work that is done in the international fields is between a head of a department here and a head of a department there, or a professor here and a professor there, or even a department here and a department there. I see very little effective, realistic cooperation between nations, between groups. Let us concentrate on the individuals. You have them. You can identify them. I would hope we could, too.

Seventh, and last, let us try to extend education and to enrich the educational profession through a year-between program. There is a section of the Desiderata which goes like this: "Go placidly amid the noise and haste, and remember what peace there may be in silence. As far as possible without surrender, be on good terms with all persons. Speak your truth quietly and clearly, and listen to others, even the dull and ignorant. They, too, have their story. You are a child of the universe, no less than the trees and the stars. You have a right to be here. And whether or not it is clear to you, no doubt the universe is unfolding as it should. With all its sham, drudgery, and broken dreams, it is still a beautiful world."

We owe it to ourselves to be as sure as we can that we leave behind us, if not a beautiful world, at least a better one. You, as Teacher Corps; you, as William Smith; you, as individuals who I can see before me, who I must sadly leave. You are an inspiration I shall carry with me to many lands.

James Platt

Mr. Platt is the Director of the Central Bureau of Educational Visits and Exchanges in London, England.

3. Developmental Planning and Institutional Adoption of Models

" 'Bargaining', 'negotiation', and 'compromise' are honorable words, if they allow you to find ways to improve your schools. The task of institutional change involves discovering or creating things that people can agree about. If you can use those skills, then your project may win the arm wrestle; it may avoid decay. But it cannot do that without everyone's interdependent and collaborative efforts."

Dale Mann

The Teacher Corps and the Future

The New Teacher Corps Legislation

New Teacher Corps legislation is pending on Capitol Hill as we convene here during our eleventh year of Teacher Corps.* The Teacher Corps is concurrently undertaking a long-range planning process. Substantive decisions for the future of the Corps have grown out of those two intersecting processes. Let us first consider the legislation which is pending.

Last year the national conference included several speakers from the United States Senate. Senator Edward Kennedy was followed by Senator Gaylord Nelson, Senator Clairborne Pell, and, in a very dramatic arrival, Senator Jacob Javits, who came directly from the Senate floor. At the end of that conference, we were able to announce that Senators Kennedy and Nelson had gotten together and were beginning to develop specifications for legislation that would extend, expand, perfect, and amend Teacher Corps. Both Senators independently developed legislation for the Corps; they introduced it last year toward the end of September. The two pieces of legislation differed considerably. At that time, the Legislative Process Committee, headed by Senator Pell, was gearing up for the Higher Education Act; Teacher Corps amendments were incorporated into the higher education planning process. The full committee considered the two versions of our legislation and put both bills together as one large bill and voted to adopt the whole bill.

The Legislation's Provisions

The several points in the Senate bill are the foundation on which current planning is going ahead. They may be briefly summarized. First, the bill extends Teacher Corps for six more years.** Second, it raises the annual authorization from the present 37.5 to 100 million dollars. Third, it authorizes project length of five years, rather than the current two-year cycle. Fourth, it authorizes *all* school staff—including principals—to be included in Teacher Corps training. Fifth, it authorizes Teacher Corps to furnish and pay for technical assistance. Sixth, the pending legislation authorizes the use of program funds for planning, monitoring, documenting, and evaluating that technical assistance. In other words, Teacher Corps will be given all those authorities that one might want for a demonstration program which attempts to learn what works and what does not work in the field where training takes place.

Seventh, the bill allows the Commissioner of Education to develop and publish criteria and guidelines which describe what he expects to happen in Teacher Corps projects. The Corps, if nothing else over the last ten years, has been on the cutting edge of educational change. The Congress recognizes that it cannot enact legislation every year to incorporate everything new that emerges. The Corps, however, has the flexibility to respond to new emphases, as does the Commissioner, to whom Dr. Smith, the Teacher Corps Director, reports.

The eighth provision in the Senate Act is very important; it establishes a ratio of one Intern for every five experienced teachers in the project school. Thus, though all participants in a school will be Corpsmembers, there will continue to be Interns. This provision will not greatly affect the present team size of four Interns, except in larger schools. It will be important to keep in mind, however, that a school with 30 experienced teachers would have six Interns. There is an interesting related provision: the five-to-one ratio may be waived in situations where the Commissioner determines that Interns do not stand a good possibility of being hired by the district at the end of their internship.

The ninth provision of the legislation is bound to be controversial. That provision establishes an elected community council, as opposed to the current community *advisory* council. It also authorizes the Commissioner to make payments to that council for administrative and secretarial matters. The council will not get direct funding for educational activities, but its domain will be formally and legally established. In essence, then, what is now a higher education-local education agency team would become a higher education-local education agency-community team. It will be difficult to deal with the mechanics of implementing that provision. One possibility is that the IHE and the LEA may apply first for a planning grant; before an operational grant is given, however, the community will have to be fully involved and represented in the planning process.

Finally, the legislation contains an item which has been requested from the field: authority for Teacher Corps to compensate local school districts for released time for experienced school staff. Local projects are pleased by that provision, but it raises problems. If the Corps went overboard in covering released time, the competition for funding would be tremendous, since there would be funds for only a very few projects. Indeed, there are some very innovative ways being found of bringing teachers into training without released time. Those innovations are in some cases forcing an integration of training with actual school activities, which is a Teacher Corps goal. Legislative history suggests that this provision will pertain to emergency cases. For example, a local district might have some very good training notions, but—because of contractual or other reasons—no means by which to go ahead with the project. In such a case, money for released time might be made available. That is certainly the spirit in which that provision would be administered.

Planning For the 1978 Program

The planning process for the 1978 program of Teacher Corps projects, which will start in the schools in September of 1978, actually started last April or May. At that time there were several in-house sessions aimed at some consensus regarding what, exactly, the Teacher Corps mission is. After considerable wrestling around, the decision was made to simply adopt the mission as stated in the purpose of the legislation. That is a single mission, but it has three parts. First, it says Teacher Corps is to strengthen the educational opportunities available to children in areas having concentrations of low-income families. Second, we are to encourage colleges and universities to broaden their programs of teacher preparation. Third, we are to encourage institutions of higher education and local educational agencies to improve programs of training and retraining. That is what the Congress has mandated us to do. That statement has an introductory clause,

*Teacher Corps legislation described here was subsequently passed by the United States House of Representatives and Senate. It will go into effect for projects started in 1978.

**Finally passed legislation made the extension for 3 years.

drawn from the remarks of Senator Edward Kennedy almost a year ago, which states that the goal of teacher education must always be fixed in mind: it is not to produce graduates; it is to produce teachers who can help children learn. That is our goal.

Teacher Corps Outcomes

The next planning problem was to tackle a tougher question: "Assuming we have the present Senate legislation and the anticipated funding capacity, what outcome do we want from Teacher Corps?" That is a question we should be asking; it will certainly be asked by the Congress and by the Office of Management and Budget. Teacher Corps staff wrestled with that question for some time. Then there was a session with people from outside Teacher Corps, some of whom had been associated with the Corps before, and others who had not. From those sessions, a statement of Teacher Corps outcomes was developed.

The early planning process identified two primary outcomes for the Corps. The first is simply to improve the school environment for children of low-income families. The second is to improve development systems for educational personnel who are preparing to serve—or who are now serving—in schools with children of low-income families. Those are our two primary outcomes. There are three additional supporting outcomes. The first of those is the institutionalization and continuation of Teacher Corps project activities and outcomes after the project is gone. The second supporting outcome is the adaptation of improvements made in schooling and personnel development systems by schools, school systems, colleges, universities, and other agencies not directly involved in Teacher Corps projects. The first supporting outcome deepens Teacher Corps impact; the second spreads it. Those outcomes can be aimed toward by project dissemination efforts within school systems and beyond. The final supporting outcome is a responsibility of the Washington Office, in cooperation with projects. That is the development of a national body of knowledge about what works and what does not work in the schooling, personnel development, institutionalization, and adaptation activities sponsored by the Teacher Corps. Those are our outcomes.

Field Input: How To Achieve the Outcomes

The outcomes statement has been adopted and is now going to the field, to between fifteen and thirty people from outside the staff. They will be told, "Here is our authority. Here are our likely funding limits. Here is what the Senate might do. Here are the outcomes we hope to achieve. Now, will you please tell us how to utilize our resources to accomplish those outcomes?" A diverse group of people will address that question—people with backgrounds in community, higher education, and local educational agencies, as well as those with other perspectives. We will commission papers from each of those people; some papers will be keyed to specific outcomes, and some will be more general.

Preparation of Regulations

From those papers, a draft of regulations will be prepared. Those regulations, once they are refined, will determine what happens in the thirteenth cycle. The regulations will then be cleared through both the Office of Education and HEW regulations offices. They will be revised as necessary and published in the Federal Register. There will then be an opportunity for public comment prior to final publication.

Cycle XIII: A Vignette

Finally, let us speculate about the shape a Cycle XIII project might take. It might begin with a principal or a superintendent who wants to do something involving development for the entire school. That "something" may be the installation of a curriculum, institutional reorganization, moving to an alternative situation, or perhaps installing a more basic approach to education. Or the principal may say, "We won't have any predetermined outcomes. We can take a year or a few months to decide what we should be doing in this school." That principal or superintendent—in conjunction with a higher education institution—could apply for a Teacher Corps planning grant. If that were funded, they could go through a year-long planning process which involves the community. During that first year, the community would go through the process of establishing a legitimate community council. Sometime during that year, a formal proposal would be made for a full operational grant; that proposal would be approved by the community, the higher education institution, and the local education agency.

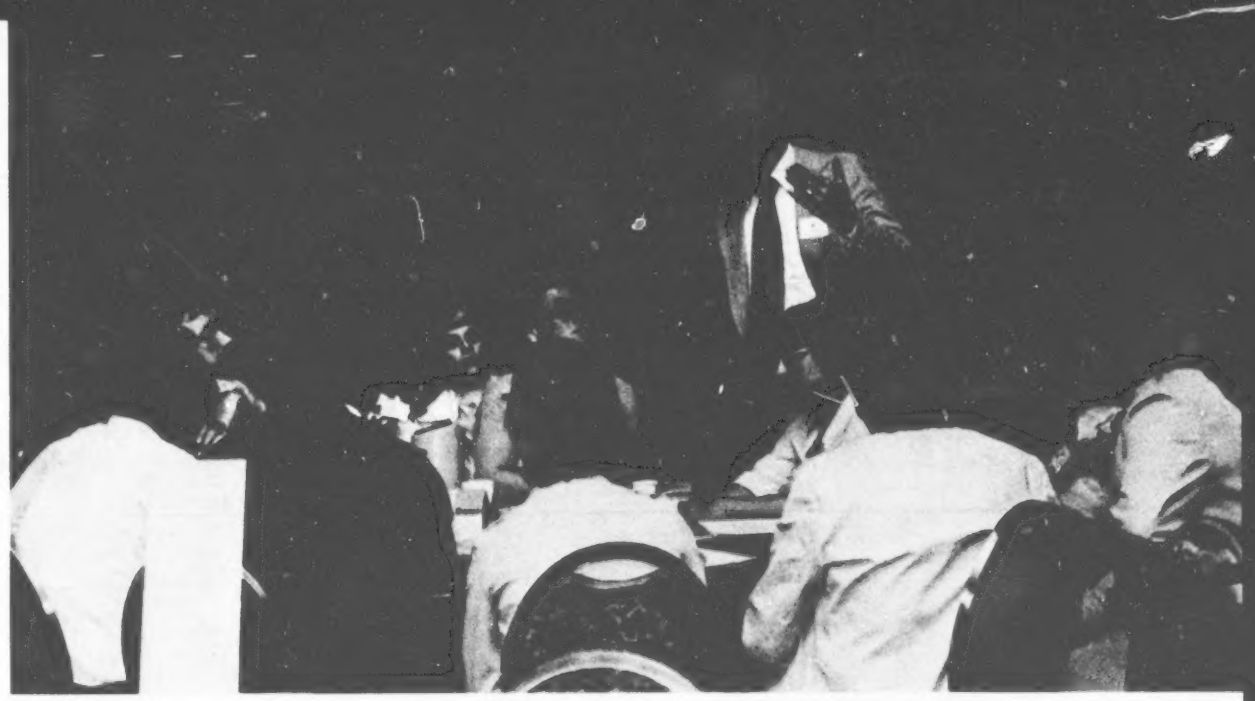
After that year, there might be two or three years of full-scale activity at the project. The activity would be aimed at whatever the collaborators had decided was appropriate. It has been strongly suggested that this second phase be followed by one or two years of phase-out activity at reduced funding levels. It has been suggested that such a course would add to the prospects of project continuity and institutional adoption. During that phase-out period, there might also be opportunities to focus on disseminating project results to outside audiences. During the entire five-year project, of course, there would be ongoing documentation of project activities. Given the extended funding period, there probably would not be the opportunity for an extension of a project at the end of the five years.

That, then, is where Teacher Corps is legislatively and where it is going programmatically. Many of the ideas here are speculative; your comments and response are invited. It is your input and your work in local Teacher Corps projects which has made our program as successful as it is today. Teacher Corps is, indeed, what we all make it—and together we can all make it even better.

Russ Wood

Russ Wood is the Deputy Director of Teacher Corps.

The Politics of Institutional Change



The Declaration of Independence: Proposal Rejected

A political scientist making a presentation during the bicentennial year should be able to make some cogent commentary on the subject of our country's two hundredth birthday. Unfortunately for those expectations, I am the wrong kind of political scientist. I am a behavioral political scientist, and I specialize in contemporary events. I do not know much about the bicentennial. I did, however, call around for help from a friend who has been researching the conditions under which the Declaration of Independence was written. Some interesting correspondence between Thomas Jefferson and a clerk in the colonial office of His Majesty's government has recently been unearthed. The letter reads as follows:

Thomas Jefferson
Continental Congress
Independence Hall
Philadelphia

Dear Mr. Jefferson:

We have read your Declaration of Independence with great interest. Certainly, it represents a considerable undertaking, and many of your statements merit serious consideration.

Unfortunately, the Declaration, as a whole, fails to meet recently adopted specifications for proposals to the Crown. So, we must return the document to you for further refinement. The questions which follow might assist you in the process of revision.

1. *The goals of this proposal seem to be life, liberty, and the pursuit of happiness. While the goals themselves are acceptable, they are not measurable. Pursuing happiness is not a measurable goal. Please provide this office with an operational definition of happiness.*
2. *Your strategy for achieving your goal is not developed at all. You say that the Colonies "ought to be free and independent states" and that they are to be absolved from all allegiance to the British Crown. Who is to change in order to achieve this objective? In what way must they change? What resistance must you overcome? How long will that take? We have found that a little foresight in these areas helps prevent careless errors later on.*
3. *You hold certain truths to be self-evident. Please elaborate. If these truths are indeed self-evident, they will show up on our required needs assessment.*
4. *What impact will your program have? You must include an evaluation design. We have been requiring evaluation designs since the War of the Roses. Your evaluation design must allow for formative and summative evaluation. In case you Colonies lack evaluation expertise, this office can provide you with a list of approved, non-profit contractors.*
5. *You must submit a PERT chart, an activity flow diagram, and an itemized PPBS budget request.*
6. *Your Declaration lacks a plan for dissemination and diffusion. This office is interested only in proposals that will change the British Empire if not, indeed, the whole world. Please provide evidence about how the world will be a measurably better place if your plan is approved.*

We hope these comments will be useful in reviewing and in revising your Declaration of Independence.

Best Wishes,

Lord North
for the Colonial Office

The letter seems funny, to say the least, because it juxtaposes an historical event with some modern management technology. There is a sense in which we all know that the revolution was not won by PPBS or PERT charts or management by objectives. It was a small group of people clearly dedicated to what they were doing, grinding out their successes inch-by-inch, day-by-day, over a very long time. There were a great many people who lived in this country who were perfectly content with the country the way it was. They liked being a colony, and they had no interest whatsoever in being radicalized, revolutionized, or changed in any way.

The "Change Agent One" Study

An examination of the politics of institutional change points up one dimension of such change that needs careful attention if the goal of improving schools through programs like Teacher Corps is to be met. This presentation is based on a study of ten years of Federally-supported programs which have been attempting to change schools in this country. The study was prepared for the RAND corporation. Those of you who know the RAND Corporation and its work know that RAND would be very likely to send Thomas Jefferson a letter like Lord North's. After the letter, they would send him a bill for 2.5 million dollars, plus overhead.

The report of the study, which is entitled "Change Agent One," has gotten a great deal of attention. Some of the findings of "Change Agent One" are of interest and will be presented here. The study methodology included a technique which is quite new to the field of policy analysis. The study team went to the places where teacher training was taking place and lived there. In a real departure from past practices in policy analysis, the team listened to what the people who do the work had to say about their projects.

Study Findings

What was found? First, the images most people have about the process of change seemed to be found inaccurate. Most people interested in changing schools have a picture which goes something like this: first, the Congress passes some laws, like Title III, the Elementary and Secondary Education Act, or the authorizing legislation for Teacher Corps. Next, the Federal Government builds a network of research and development centers or laboratories, and those establishments develop good programs pointed at real problems. Those programs are then purchased by school systems and delivered to the school building. The principal is photographed on the school steps, signing the receipt for the delivery of the program. To describe a Teacher Corps program, we need a very wide-angle lens to make the picture complete. We must fit into the picture not only the Interns, but also teachers, the dean of the institution of higher education, the union leader, the principal, community representatives, all of those people's cousins—and maybe even some children.

In any case, the picture clearly shows the labels on the cartons containing the programs. The labels say things like, "Lillian Weber's Open Classroom"; "SRI's Reading Readiness Program"; or "Frank Brown's Ungraded Classroom." In the next frame, the custodian moves the cartons into a classroom where the teachers are T-grouped, work-shopped, sensitized, and otherwise staff-developed or trained. The teachers then take the cartons into their own classrooms. They look inside the cartons. They look around their classrooms. They close the door to the classroom. The rest need not be described.

Change, A Political Process

It is fair to say that there has not been as much programmatic improvement as any of us—teachers, administrators, Federal officials, or parents—would like. The important question is, "Why not?" For one thing, change does not come in boxes. Change is not like the little light bulb that flashes on over the character's head in a cartoon. It is not a sudden event. Change is not always received by the unanimous acclamation of wildly enthusiastic faculty members anxious to abandon everything they have been doing for the last twenty years.

In fact, the process of changing the institution which we call the school is like the process of the American revolution: it is a political process. As a people, we have a real love-hate, approach-avoidance feeling about politics. But most people understand that politics is about values, that the political process determines what goals the country will pursue. The political process decides who will get what kind of health care—and who will not. The political process determines who will pay for health care—and who will not.

Introducing a new curriculm in a school, for example, is not a bland, clinical, bloodless event, it is a political process. We all know that classrooms have a kind of a constitution, in Seymour Sarason s terms. That is, all classrooms develop a patterned way for teachers and children to interact. That constitution governs what the children can do and what the adults can do. It especially governs what the children *cannot* do. The constitution distributes the power for the little socio-political system which we call a classroom.

In light of the usual constitution of classrooms, consider the words which we have been using to describe recent curriculum innovations in American education. We describe those innovations with words like "humane" and "open" and "child-centered" and "individually-prescribed" and "learner-paced, teacher-facilitated, peer-mediated."

All of those words imply a profound transformation in the authority structure of a classroom. That point, of course, is not lost on teachers. Project leaders, Federal officials, and superintendents can talk about terms like "innovation," "improvement" and "renewal," but teachers know the political reality. *They* are the ones who are being asked, persuaded, required, influenced—and even empowered—to change. It is *their* authority structure we are trifling with. It is *their* power that is being shared with children. It is *their* professional autonomy that is, perhaps, being diminished. It is *their* personal and professional self-identity that is being questioned. If you doubt that, ask yourself, "Whose stock of lesson plans is made obsolete by the innovation you want to introduce? Which adults' personality predispositions must change in midstream? Whose techniques of classroom control will be sabotaged?"

Teachers And The Change Process

It would seem that innovation is asking a great deal of teachers, and it is. Some other characteristics of teachers should also be considered. By and large, teachers are dedicated people. They are asked to deal with very large number of clients. They are expected to achieve a great many things, some of which are contradictory. They work with the technology of teaching and learning, which is, at best, weak and, at worst, simply wrong. For the accomplishment of all these things, the society pays teachers a pittance.

It is entirely plausible that schools are doing a pretty good job of educating, especially in light of the resources which society offers teachers. But—in the context of innovation—before a project arrives, teachers are already doing what is best in their own professional judgment. Thus, a possible explanation of the failure of innovative programs to stimulate as

much improvement in the schools as is hoped for might be the fact that the personal and professional investment represented by what teachers already do has been underestimated.

Often the planners of innovative programs fail to take account of the norms and values implied in the changes that they want people to make. Not enough attention has been paid to teachers. The point is, quite simply, that that makes all the difference in the world. That point also applies to others. We have not paid enough attention to principals or to community people. We have not paid enough attention to everyone around the school building; those are the people who determine what the school is—what will be done and what will not be done.

Where Change Happens

Congress may think that it passes laws; Federal executives may think that their regulations control what is done; and superintendents may do some mysterious activity called policy-making. But the people at the delivery level make the final and determinative statement.

The process of change is never what we imagine. A Federal program like Teacher Corps, which is trying to change local schools, operates in mysterious ways. It is like Bill Smith, here in Washington, on the phone to an official of the State Department of Education, and Dr. Smith has a terrible connection on the telephone. He is shouting, "Be careful with behavior modification. The Congress is giving me heat." The person in the State Department of Education, who can barely hear because of the static on the line, says, "What? What's that? Okay." He hangs up. Then he calls the superintendent, and he says that the Teacher Corps is hot for behavior modification. The superintendent says, "Behavior what?" He ends up telling the principal to put some behavioral objectives into the Teacher Corps project. And the principal, who has the same bad connection, cannot understand what behavior the superintendent is objecting to. And of course the teachers end up doing what the teachers were going to do anyway.

Now, these difficulties are not anyone's fault. They are built into a Federal system. They are built into what we are trying to achieve. They are built into a system which is spread from Washington, to the state

capitals, to local educational agencies, to individual schools, and, finally, to a project and a classroom.

Partisan, Mutual Adaptation

It is not true that the RAND project found no change. The study team found substantial change. The difficulty is that the change was not where it was predicted to be. The first kind of change the team found is called "partisan, mutual adaptation."

"Partisan, mutual adaptation" contradicts some of our fundamental assumptions about how schools change. We have in the past assumed that a special project can change a school, simply through its construction and implementation—that, in the thinking of educators, has been prerequisite to school change. For ten years, evaluation research has attempted to determine the effect of such projects on the schools. The "Change Agent One" team stood that question on its head; we found that the schools themselves affect such projects at least as much as the projects affect the schools. Ten years of evaluation have not found very much impact of projects on schools because, for the last ten years, the schools have been changing the projects—very forcefully.

What are the reasons for that reverse effect? First, project impact on the school would create a different school; it would create different values, and serve a new and different clientele. Thus, those within the school and those currently most benefitted by the school have a vested interest in resisting change. That resistance to change results in the process which the team labelled "partisan, mutual adaptation."

"Mutual adaptation" captures the notion of both entities changing each other. "Partisan" captures the idea that there are significant stakes in this business. "Partisan, mutual adaptation" can also be called an arm wrestle between the project and the school.

Project Decay

The study team found another project trait which has been named "project decay." When a project is first funded, it is complicated and ambitious. It looks like the Viking spaceship that landed on the moon. It has blinking lights and levers and gears, and all sorts of paraphernalia. In the early days, most projects really want to work on serious problems. The projects which are studied began with the intention of transforming large areas of the behavior of substantial numbers of teachers. They wanted to drastically reform the whole school, or even the whole school system.

During the course of the project, however, many factors intervene. The staff gets tired. People get disillusioned. Innovation is a tough and demanding business. It wears people out. It burns them up. When a project has some success, that very success reinforces staff members, and they tend to slow down. The school itself also charges a price of special projects. Most projects had to compromise some of their goals in order to be allowed into the schools. They had to move closer to the prevailing practices of the schools. Thus, the projects that had begun as workshops and workbooks and teams and sequences ended up as mimeographed booklets in the reading rack in the teachers' lunchroom. Projects that set out to work on racial attitudes ended up teaching spelling. Projects that started out to impact the whole school system ended up being satisfied if they had some impact on one of the junior high schools. In short, the study documented a nearly universal pattern of decay in projects. This decay is not the result of a conscious desire for diluted goals; it is nearly impossible to avoid.

Volunteerism

"Change Agent One" has another finding that relates directly to the Teacher Corps experience. Teacher Corps projects exist in order to have a significant impact on all, or on at least most, of the teachers in the school. The study found that most staff development projects had the greatest impact and spent most of their resources on a single group, those teachers who volunteered for training. The volunteers, of course, are not necessarily the part of the staff that is most in need of training.

This suggests that there are many people in schools who have not volunteered, who will resist the sorts of things Teacher Corps projects would like to offer. That is not a nice thing to say about teachers, and you may disagree and think immediately of the people you know who are eager for new learning. But that is my point: the people you are thinking of are the ones who will volunteer for your training. They are most like you: they are dedicated professionals who want to improve the profession and the craft of teaching. But dedicated professionals are not the whole school.

It is possible to argue that the volunteers, the group that needs the training least, will get most of the training, and that concentration on volunteers has some unfortunate effects. It misleads trainers about what to expect when they switch from a volunteer to a non-volunteer audience. By the way, in all the projects the team studied, there was not a single project which modified its curriculum or its methods when it switched from a volunteer to a non-volunteer audience. Most important, the volunteers, who need training the least, got most of the training, and those who need it the most—the non-volunteers—got the least training.

An Explanation

The explanation for the study findings is not bad motives; there are no villains. Poor management is not the explanation. It is certainly not a lack of fidelity to the contract with the funding agent. The study found people who tried hard to make a difference in their schools, but the similarities of the problems seen in the findings ought to tell us some things about the design and management of change agent projects.

First, all of the school people who have been telling program designers that those designers do not know the project school, that they do not understand the local district—they have been right. Program designers do not, and school people do. But that understanding must be acted on. If change is to happen at all, it can only happen through the efforts of the people at the local level.

Teacher Corps can do better than the projects which the RAND Corporation studied. This can be made possible if project personnel are mindful of the findings of the study. Projects should try to anticipate the arm wrestle between the project and the school. Project personnel should be alert for signs of project decay and try to reverse those signs. Projects should not be misled by the volunteer phenomenon. The project should keep pushing to extend its efforts to

non-volunteers and should remember that they require a different strategy.

"Teaming: The Answer to a Dilemma"

Unfortunately, there are no magic wands in this business. There is no fluoride to help you with project decay; but there is one thing that is very useful. Teacher Corps has learned that no school can be changed without the participation of every interest group in the school. Every group has veto power over progress. The teachers can stop the project; the principal can stop the project; the community can stop the project. But no matter how hard any single group tries, that group alone cannot make the project work. That is a dilemma, and the answer to the dilemma is called "teaming," or team-work, and it is built into the Teacher Corps design.

Bargaining, Negotiation, Compromise, Collaboration

Simply requiring that these groups cooperate more and collaborate with each other is not very realistic. We know more than that about the ways that schools and communities operate. Changing schools and getting all the necessary parts in place is never that easy. For example, communities have a legitimate interest in curriculum—but so do teachers and administrators. Teachers and administrators will look at working conditions in the classroom in different ways, and they will disagree. They should. Institutions of higher education are very likely to advocate things that school districts will not find acceptable. Each group can be right. That kind of diversity is unavoidable, but it is also desirable and legitimate. The Teacher Corps design depends on inputs from all sectors concerned with schools. The trick is to find ways to make them work together. There are some words that should be kept in mind. Words like "bargaining," bargaining that is respectful, honest, and public. "Negotiation," too, is honorable, if it is aimed at helping people work together and keeping them from dividing. "Compromise" is also honorable if it is honest compromise and allows the project to move forward.

"Bargaining," "negotiation," and "compromise" are honorable words, and they can help in the process of improving schools. The task of institutional change involves discovering or creating things that people can agree about. If you can use those skills, then your project may win the arm wrestle; it may avoid decay; it can move past the volunteers. But it cannot do that without everyone's interdependent and collaborative efforts.

Dale Mann

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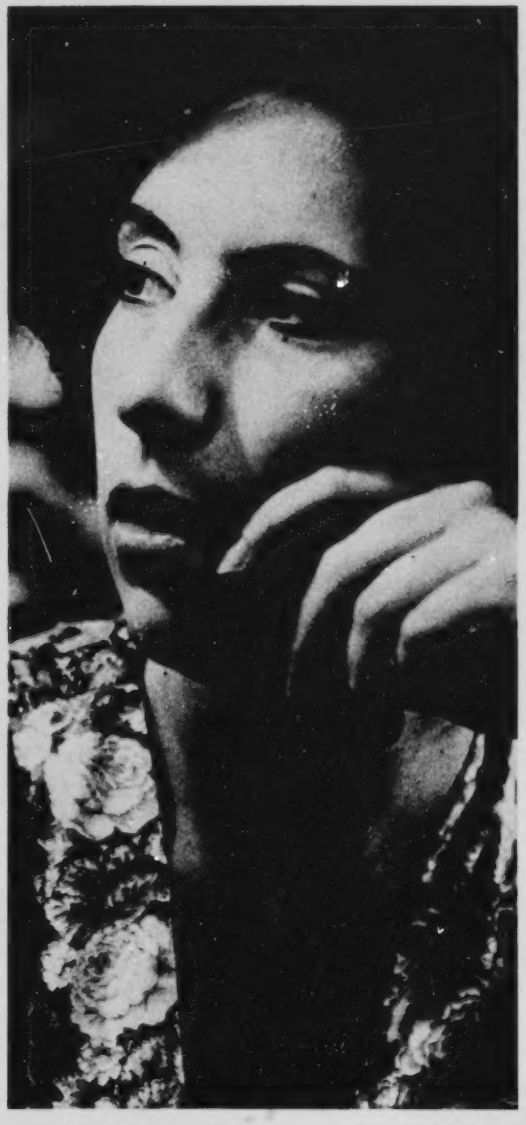

Early Childhood Education

Introduction

This report deals with child care as an all-encompassing term for day care centers, family day care, and all the public and private institutions that provide day care activities. It further seeks to identify the need for the development of a highly specialized communication system to disseminate information for lay people, professionals, and those reviewing issues in early childhood education. This report also surveys the question of early childhood education staff training in terms of what kind of training takes place and how this training finally relates to child development and children's achievement.

To this end, we have visited a number of early childhood programs over the past several months to find out, first, what kinds of activities were taking place; and, second, to consider delivery systems which are in use. Those systems, of course, are of critical importance to early childhood education.

One of our most signicant activities was the series of needs-identification conferences which were held to ascertain several critical issues in early childhood.

Also we have compiled material on early childhood, including topics such as finance, parent involvement, roles of paraprofessionals and the actual training which takes place.

One reporting document summarizes the research that we conducted with regard to the skill qualifications required for child care personnel by the state. A second document identifies 630 institutions of higher education which have programs in early childhood. Our third document is a selective survey of Federal legislation on early childhood.

The latter may be our most significant document. It was the most difficult to compile; but it elucidates most of the activity in early childhood education and describes many of the programs.

As we collected the information from the several state conferences, we found something approaching consensus on several issues. First, all the states identify a critical need for credentialled personnel in early childhood programs. Likewise, there is the need for education and training institutions to assume the responsibility for preparing those people.

Many state departments of education already have rigorous credentialling requirements for early childhood education personnel. Often they require teacher certification, most likely in elementary education.

Early Childhood Education can no longer remain mysterious and intuitive, being based on impressions and feelings. It needs a strong communication/dissemination base from which all interested parties can glean necessary philosophy, facts and principles. Day care as an entity all to itself has remained as a poorly viewed concept for most of America. To move it to its proper place as both a service and as a professional activity will require several components. First, credential programs must be encompassed by institutes of higher education as fully accepted professional career endeavors. Secondly, a further awareness of the state of American family life (being one parent, or a working couple) will popularize the need for effective well-run day care programs. This can only be done through carefully conceived research proposals which are eventually disseminated to the public.

However, many activities in early childhood are not within the domain of public education, but are in other areas of the public sector. Primarily these include human service agencies. Few public sector activities are within the domain of public education, where a high school diploma is often the only required credential.

Early Childhood Care

This presentation centers on early childhood care. There is confusion over what the appropriate description for services should be; but I definitely avoid the term "education" because "early childhood edu-

cation" often evokes a negative response in the field.

Currently, public education is not the major provider of early childhood services. Therefore, the term "child care" is used to define and encompass day care centers, family day care, and all the public and private institutions that provide day care activities. In fact, paraprofessionals are the largest group of personnel in early childhood. At the same time, most training programs in institutions of higher education are course-work oriented without extensive field work.

In examining the types of training offered by institutions of higher education, including junior colleges, we found that early childhood certificate programs are not necessarily degree oriented. They are taken by paraprofessionals, many of whom do not pursue an associate degree. Most training beyond the certificate level is still at the bachelor's degree level. Some 568 institutions offer bachelor's degrees in early childhood; 198 offer master's degrees. Additionally, 15 institutions offer the doctorate, and 15 offer training in other kinds of programs.

We also found that there is very little dissemination of information on early childhood research activities in higher education except through specialized journals. A communication system should be established to disseminate information both to lay people and those in the field. Paraprofessionals are the largest group in need of training, yet they seldom receive any structurally cohesive program activity. Most training of paraprofessionals is accomplished on site by staff members who are not trainers in the formal sense. These trainers, most often, merely transmit information or provide very basic training.

Problem Areas Identified

We found several problems related to the training of early childhood personnel. First, unlike the school system with its shorter working day, the typical child care center operates 12 hours a day—from 7 a.m. to 7 p.m. with a staff of poorly-paid paraprofessionals. As a result of a complex program, very little time is left for training. Further, staff turnover is rapid. New people are constantly being hired.

Another training problem relates to the fact that there are few career mobility ladder programs for paraprofessionals. These programs are seldom available and often are inappropriate for the paraprofessional. High schools and career education institutions now offer some programs for child care; many are beginning to offer in-service workshops which currently provide the largest amount of formal training.

One program that does provide credentials for paraprofessionals is the Child Development Association Program in the Office of Child Development. This program has already been adopted by four states. It is competency-based and takes approximately two years to complete. It is a very comprehensive program for training paraprofessionals. At this time, however, the program does not provide an adequate career ladder.

Career ladders, by the way, are open to question. In talking about those ladders, we must consider whether institutions really want to train people to move up and out. Further, in personnel preparation, there has been considerable debate as to whether training is really the crucial variable for quality child-care. Some people simply have a natural knack with children and know instinctively what to do; others do not. However, we generally agree that no matter what level of preparation a child-care provider possesses, additional training in child development is necessary. Children with special needs, mainstreaming, and multicultural concerns also require specially trained personnel.

Private vs. Public Sector Responsibility

Only about ten percent of the activity in early childhood is in the public sector; ninety percent or more is in the private sector. Most paraprofessionals working in day care centers are mothers who lack advanced training but have an interest in and enjoy caring for children. Many are there simply to make a few extra dollars. Some of the environments seem very healthy and provide proper nurturing for children, and this becomes the major selection criterion among parents. Nevertheless, the private sector needs a lot of help in the provision of services. There is very little control. Very few criteria govern the establishment or ensure the quality of private child care services.

There is an underground movement in child care. This encompasses a lot of informal child care arrangements which are totally unsupervised and unregulated. Yet, in order to be a child care provider in the private sector, a person is required to have a license. Currently, at least 90 percent of the child care activity is unlicensed. This is partly because a substantial portion of private activity is church-supported, and churches are usually exempt from licensing requirements. The picture in private child care is not much better.

Parental Involvement

A number of factors govern parental involvement; economics, public awareness, and public-private sector interface. Parent involvement is a requirement of Federally-supported programs. The states, however, seem to think that parent involvement is a "paper requirement." Parents, for the most part, are only expected to be involved when there is a need for additional resources. Thus, when it is time to evaluate programs, there is a flurry of activity to get parents involved in some capacity. However, such involvement does encompass a wide range of activities, including such secondary-level activities as how to be a good parent.

We also found skills-development sessions for parents. In some places, there was on-site involvement in the actual program. Parents are also learning to use different techniques with the child at home and often take materials home to work with their child. Parent involvement encompasses all these types of activities. The greatest focus for parent involvement is for those parents who work and thus cannot be involved during the day except to drop off or pick up a child. Child care providers rarely visit the home, although such programs have been proposed.

The most appropriate rationale for selecting a child care program is the quality of the educational experience offered. Many parents want their child to have tender loving care, and a supportive learning environment, before they can feel confident about leaving them. Education can permeate child care; however, child care is custodial.

At present, it appears that the best child care programs are provided by private, non-prifit organizations which enjoy some Federal support. Federal monies often produce stringent staff requirements and monitoring of programs. State licensing was once seen as important. But, once licensed, operators and staff appear to be licensed for life. States' monitoring systems are very weak due to the lack of staff; monitoring still gets cut back in any budget crisis.

Economics of Child Care

Economic considerations play a big role in child care services. The private child care provider has difficulty supporting enough well-paid staff. Federal day care regulations require a certain ratio of professional staff to children. The private sector is quite distressed as this raises fixed costs.

Public awareness can also be considered a critical variable in ensuring quality child care. It is evident that child care is generally perceived as a low-income activity. Federal legislation and appropriations support this notion. Many believe that programs such as Head Start make up the largest amount of activity in early childhood, though Head Start actually represents less than three percent of all child care activity.

There is a lot of distortion in the early childhood picture. The public has yet to accept the notion that child care outside the home is beneficial to the child. One manifestation of that philosophy is that many claim the Family and Child Services Act will contribute to the deterioration of the family. There is little research data to suggest that child care outside the home is negative or contributes to the breakdown of the family. However, as with many other social service activities, we are among the few countries that do not provide the publicly supported option of child care services to working parents. We have a lot to do before we dispel the poor image that clouds effective child care.

Many industries provide some kind of day care or child care service for their employees, the rationale being increased staff productivity and decreased absenteeism. However, even when day care services are provided, few employees use them. There seems to be a missing link. Even if child care is provided, there is reluctance to accept it as a public good. Thus, public awareness and public/private sector interface must be strengthened.

In attempting to verify some of our findings, we requested further information from the Senate Committee on Children and Youth. A printout from the Library of Congress identified 16 pieces of legislation. Having already identified almost 40 pieces of legislation, many of which were reflected in our survey documents, we couldn't believe the discrepancy. How could we find twice as many pieces of legislation than had been documented? We can carry that a bit further, taking Family and Child Services as an example. If Congress were using only those 16 pieces of legislation as a major research resource for legislative activity, then they were working with less than 50 percent of the available information and making policy and legislative recommendations based on this narrow information base.

Legislation and Programs

We feel very strongly that the cause of difficulties in Family and Child Services and associated legislated activity results from lack of Congressional homework. This is a critical defect when you have a very sensitive piece of legislation that needs careful review before being voted upon. Also, some 40 pieces of identified legislation have given rise to 40 Federal programs. There are many additional programs involved in this area, perhaps up to 200. The programs are administered by at least five departments and four independent agencies, within which there are at least 38 smaller agencies responsible for administering program appropriations. It is evident that regarding early childhood education, there is a lack of communication at the Federal level between the different agencies and entities. In the field, whether in the public or private sector, all activity is affected by vested interests, which serves to complicate the issue even further.

Another complicating factor is the pervasive lack of information. One inter-agency panel on children and youth involved nearly 22 Federal agencies, meeting periodically and discussing whatever came up. They did develop several good documents. The panel made improvements in the communication process; however, they did nothing to curtail duplication or fragmentation. Additionally, they did not address themselves to correcting the lack of services in some given areas. This is the complexity at the Federal level. At the state and local levels things get even more complicated.

Growing Pains

Multicultural and multilingual programs are emerging as major concerns of segments of the population. These segments of the population are beginning to identify multicultural and multilingual concerns as critical issues. However, the only place where significant activity has occurred in response to this concern are those dominated by minority populations. Where minorities do not predominate, sensitivity to these issues is lacking and largely unresponsive to children with special needs. The disadvantaged, the handicapped, the abused and neglected child, and the bilingual child are being overlooked. Most recent legislation and program funding tend to focus on these groups. Perhaps we will see some shift in priorities.

Conclusion

With the current recession, the number of families where both parents work has increased. Significant changes have occurred in family structures. There has been an increase in the number of single parent families. The need for services for the middle class has increased, but this is the area with the smallest amount of Federally-supported activity. Child care is not viewed in the same manner as public education. Almost all Federally-supported programs focus on the four categories previously mentioned. The upper middle class can, perhaps, afford quality child care programs; the middle class will remain amorphous and will get whatever services that circumstances allow.

Winifred Warnat

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Educational Planning and Management at the State and Local Levels: School-Based Management

The Need for Planning in Education

There is a persistent concern in education for improved planning. The reasons for that concern are as numerous as the problems of education. Various practitioners seem to believe better educational planning will solve problems ranging from lack of adequate public support, to difficulties in teaching Johnny to tie his shoes. To many educators, in fact, planning seems to be the current educational panacea.

The most obvious benefit of educational planning is its potential for helping to overcome the general feeling of frustration which educators experience when considering how to manage modern educational organizations. The lack of a viable, and perhaps more important, visible system of planning has led to a serious lack of public faith in the total educational system. Improving planning will not overcome this lack of faith, but it can provide a mechanism for more accurately observing the effectiveness of the educational system.

Planning can help educators make the process of education more manageable. It can increase the capacity of school systems to better meet the needs of students, parents, and staff members, as well as taxpayers. For the personal and professional satisfaction of the school administrator, effective planning holds the promise of managing the school system, instead of the school system managing the administrator.

Educators' Needs

There are several needs that deserve attention from educators attempting to improve their planning capability. The first of these is a need to relate the effectiveness of the school system to the resources needed to keep the school operating. The major problem facing school leaders in recent years has been the severe financial squeeze placed on school budgets throughout the country. The honeymoon that educators have enjoyed for the past few decades is over, and incremental budget increases will become increasingly common. Planning cannot ensure a budget increase, but it can provide the administrator with the necessary information to make rational choices among available alternatives for the use of limited resources.

A third reason for the importance of planning is a general dissatisfaction on the part of educators with the capability of school systems to provide for individual differences among pupils. Through the use of better planning practices, students are more likely to receive more and better services to accommodate their individual needs. Methods of management which do not include comprehensive planning cannot provide the administrative support necessary for programs designed to address individual differences.

Finally, and perhaps most important, the educational administrator frequently believes he is being attacked from all directions. His typical management behavior is reactive; his planning is, at best, on a crisis-to-crisis basis. Such managerial behavior generally leads to what frequently is described as incremental planning. The administraor sees nothing in the future except more of the same problems, crises, and frustrations. Consequently, his behavior is concerned with survival. Improved planning in the

school system can help the educational manager recast his role and assist him in exerting some control over his personal future, as well as the future of his school system. In addition to the obvious benefits to students in the school system, that mode affords the personal benefit of success.

Comprehensive Planning: Three Steps

In broad terms, the process of comprehensive planning is composed of three steps. The first is the development of a detailed scenario of the desired condition of the educational system at a future target date. The second broad task is analyzing the present educational system in order to determine its capability to achieve the futuristic scenario. This analysis of the present provides the information necessary to make informed decisions in the third major step of comprehensive planning. After the school system has determined where it is and where it wants to go, the last step is to determine how it should move from its present position toward its goal.

School-Based Management In Florida

The concepts of educational planning have been successfully implemented in Florida over the past several years, and have welded with the notion of school-based management to produce a model which has wide application to educational programs such as Teacher Corps. That development is based on the belief that decisions affecting learning should be made as close to the learner as possible. Toward that end, Florida's Legislature and Department of Education made it possible to give greater responsibility and flexibility to persons responsible for managing educational programs. This operational flexibility is commonly called school-based management.

The Elements of School-Based Management

School-based management (SBM) includes the following elements:

- Colleague-type decision-making will in some instances replace hierarchical decision-making and decision-making based solely on position.
- The team principle is used in managing and operating (to supplement and replace the line-staff principle.)
- Comprehensive planning is a vehicle used for improving school-centered programs and for establishing priorities, as well as for pointing toward structural and process changes to be made.
- Data-based decision-making is preferable to decision-making based on past practice.

In planning for the transition to SBM, it is useful to identify in a general way the principles to be included in the model to be managed. For example, many districts now have comprehensive planning, but the planning is controlled and undertaken by the district office, rather than by the school centers. Similarly, although data for curriculum planning is gathered from the schools, the focal point and control of planning is still the district.

Decentralization of Work Management

Moving to SBM involves decentralization of some type. It is thus important to be clear about what kind of decentralization is envisioned, as well as about the limits of decentralization so that the public does not gain the impression that all management is to be transferred to the local school. While clarifying what is to be decentralized, it is thus also important to specify tasks and functions which will remain centralized, and to identify new tasks. Without this clarity, there will be a temptation to continue trying to manage school centers from the district office level. Further, other necessary tasks simply may not get done. In short, comprehensive planning is required as much for the district office as for the school center.

Dimensions of Centralized Management

To understand what is meant by work management, that is, the tasks to be transferred to the school level, it is useful to examine the educational elements which are generally managed at the district level in a centralized mode of operation. Examples of centralized management, with work actually being performed at the school centers, are as follows:

- Program resources are controlled by the district office.
- Social and technical systems are controlled by the district office.
- Innovations are introduced primarily by the district office.
- Services to schools are directed, controlled, and scheduled by the district.
- Social and economic changes are interpreted and diagnosed by the district, with district diagnosis passed on in the form of new roles, tasks, or actions at the school.
- Conflict between schools is managed by the district office.
- Problem-solving, decision-making, and communication all follow hierarchal patterns.

Roles in Centralized Management

In general, following accepted management theory and practice for a centralized mode, the traditional role of the district office is to be directive, cooperative, innovative, and evaluative. By the same token, students and teachers are expected to be flexible and adaptive so that they can respond and conform to innovations and directives coming from above. The principals are the middlemen; they accept and adapt to that which comes from the district office.

As a result of these role patterns, many of the major influences at the school center are controlled and directed from somewhere outside the center; new "needs" are also diagnosed from outside, or above. At the very least, the organizational authority to control, to make decisions, and to solve many of the problems at the school center is located at the top of the organization, rather than at the place where the work is taking place.

Effects of Decentralization

These aspects of centralized management are accepted management theory and practice, not a conspiracy to deprive people in the lower reaches of the organization of their inalienable rights. The continued usefulness of this theory and practice for school systems is questionable, however. One of the major purposes of moving to a school-centered management system, then, is to move the management of work and the work setting closer together. This means that decisions are made where the facts are; program resources are also to a greater extent controlled where the programs are. Presumably, this

approach will allow schools to make faster responses to new needs and to better provide for differences among students. For expected benefits to accrue, however, and for the district and school centers to function effectively, changes in ways of working must take place; general and specific roles must also be changed. For example, the general nature of the district office role changes from being directive and evaluative to being supportive and informative; it is less involved in day-to-day operations. The collegial form of management thus emerges, and the district office resources are on-call for work groups.

Work Group Skills

To effect the transition from dependency to interdependency, work groups have several requirements:

- Work groups have to develop new ways of communicating, solving problems, and making decisions within and between groups.
- Work groups have to develop ways of regulating their own interpersonal and inter-group relationships to include conflict management and tension management.
- Work groups have to develop ways of planning programs, assessing, and evaluating.

Reorganizing School Centers

Initially, those in school centers can easily see the need for reorganizing the district staff. The same clarity may not always extend to the need for reorganization at the school center. Yet, if school centers are to meet new demands—for planning, evaluating, increasing productivity, and developing community linkages—new forms of organization may be required. One such new form may involve developing a collegial theory of organization; in short, working together. Characteristics of an organization using a collegial theory are task centeredness (as contrasted with discipline or grade centeredness), initiative at all levels, innovativeness, focus on organization objectives, conflict management, and flexibility.

Role and Function of the School Principal

In the approach to SBM described here, the function of the school principal is to ask several questions:

- Do work group members have sufficient information about environmental changes to plan adequately?
- Are work group members helping one another appropriately?
- Are work group members getting the feedback and tools they need?
- Are work groups effectively organized?

The principal's concern may shift from direct control and interpretation of what is happening in the environment toward concern with understanding the logic of production and developing effective processes and linkages; thus, the school center can effectively interact with and influence the changing environment in which it exists.

Teacher Concerns

In addition to the requirement of being clear about what is decentralized, it is necessary to develop a transition process to get to school-based management. First, some of the difficulties involved in engaging people in the change process should be mentioned. Teachers have been repeatedly confronted with a number of projects and procedures designed to "save the schools". For many teachers, SBM may be one more fad introduced with great fanfare but found wanting. For these teachers, the issue is, "How do I know you are not on another bandwagon?"

This attitude on the part of teachers and administrators exists at least partially because teachers have been the receivers of innovations which others have thought they needed. The reception given by teachers may also be conditioned by a lack of communication between teachers and those who introduce change. This adds to their uncertainty about the amount of commitment to SBM and similar kinds of innovation.

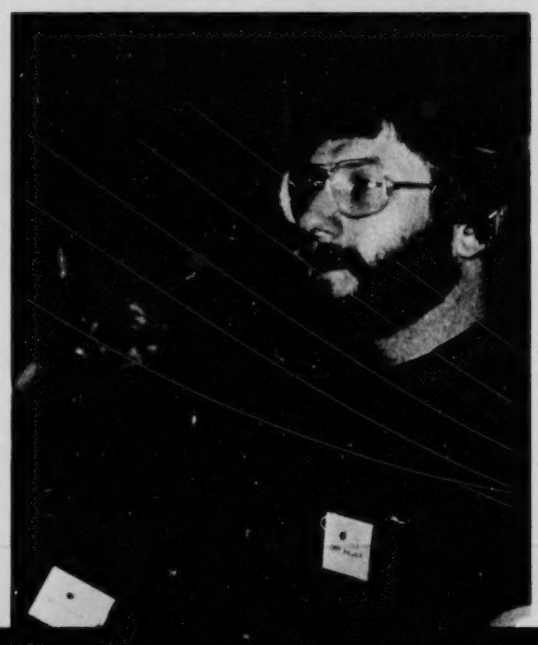
Central Office Staff Concerns

Previous change efforts have probably also convinced a number of people that in any major change somebody wins and somebody loses. Those who anticipate that they may be the losers do not have to try hard to contain their enthusiasm for moving to SBM. Many central office staff members may regard the appearance of SBM as a harbinger of a loss for the central office staff and those in the school centers. Resistance from central office staff is thus predictable.

SBM As a Set of Goals

Many of these views derive from the manner in which innovations have been introduced in the past. Ordinarily, a set of practices and a program are provided for people in school centers to follow. Consequently, when SBM is introduced, there is an unspoken assumption that it will be instituted in the same manner as previous innovations. In addition, there may be some belief that the superintendent really knows and intends to get what he wants, but is waiting to state those intentions. Whatever the reason for thinking that SBM exists as a full-fledged set of practices and concepts, it will take some time for all to understand that SBM is a set of goals, rather than a set of practices. While different practices will evolve and emerge, it is the goals rather than the practices which constitute the difference between centralized management and school-based management.

Achieving collaboration and interdependence may be difficult in districts where principals and



teachers are competitive. For example, principals may be accustomed to bargaining for money or additional personnel spaces directly with the superintendent. When both principal and teachers feel in competition with other school centers for the favor of the superintendent and COS, competition also exists.

A Summary of Changes

To summarize the change envisioned in moving to school-based management, school centers will be responsible for:

- **Being more self-regulative.** This will require higher degrees of self-awareness, continuous monitoring of performance, analysis of values and motivations, and assessment of organizational competence.
- **Being more coordinative.** Coordinating efforts with other school centers to provide district-wide integration of effort.
- **Being more adaptive.** Keeping in touch with social, economic, and technical changes, and redesigning programs and processes to fit with these changes and new goals.
- **Being more innovative.** Creating conditions for innovation. Supporting other school centers in innovations. Supporting risk taking.

Gloria Gant
Armando Henriquez
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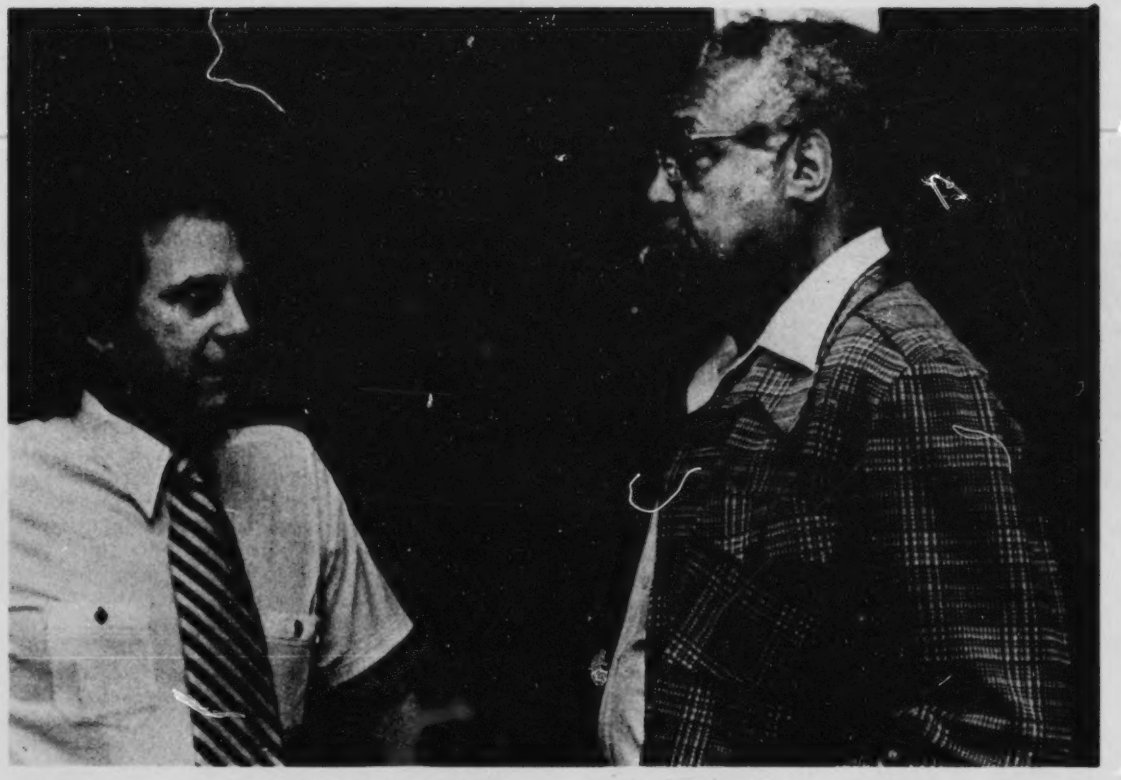
Gloria Gant represents the Leon County School District of Tallahassee, Florida. Armando Henriquez and Charles Reed represent the State of Florida Department of Education.

Youth Advocacy and Teacher Corps: A Brief History



The Teacher Corps Youth Advocacy Loop had its beginnings in the office of Senator Robert Kennedy. Senator Kennedy was interested in doing something for the prisons and people incarcerated in the State of New York. He began to consider what it would take to develop the kinds of legislation needed to reach people in correctional institutions. That was the beginning.

The corrections program was begun on an experimental basis, and it was a year or two before the first legislation for that program was passed to enable Teacher Corps to work with both adult offenders and juvenile delinquents. There were soon several corrections projects with a great deal of activity taking place in prisons. Corrections projects were, in many instances, considered service activities because Teacher Corps Interns were teaching prisoners. Many prisoners were unable to read and write, and many needed an outlet, just someone to talk with. The projects were very helpful, and many people benefitted from them.

In 1970, Teacher Corps legislation was amended to mandate that the program attract and train institutional personnel to provide relevant remedial, basic, and secondary educational training for juvenile delinquents, youthful offenders, and adult and criminal offenders.

The Youth Advocacy Loop: An Overview

There were some problems in those days. Institutional personnel, for example, were not accustomed to university people coming in and working in institutions. They also resented the fact that when inmates became Interns they received a salary.

A New Target

A little later, Teacher Corps began to get away from the notion that prisons were the only place where corrections projects could involve Interns. A broader approach was adopted and the Corps started working with younger people as a target population. By that time, the thrust had changed from "Corrections Programs" to "Youth Advocacy Programs." The Corps was involved with both high schools and universities in trying to develop a meaningful relationship between corrections facilities and the public schools.

This programmatic thrust has meant a great deal to Teacher Corps: working with youth has helped many people, and we have had great response to the thrust. Dr. Smith, as Director, has been very sensitive and responsive to the Youth Advocacy interest. There are now eight Youth Advocacy programs, the largest number ever.

The public and professional interest in Youth Advocacy has been encouraging. That interest goes far beyond the concern for school violence and other problems. It springs from the humanism of Project Directors, principals, superintendents, and corrections personnel who believe that they can work with troubled youth before they get to the point of incarceration. They believe that they can influence the return of youth to the school community.

This year there will be a Youth Advocacy Loop which is similar to a regional network. There will be more activity and more people involved. There will be some questions answered and there will be resources available to deal with some of the problems that projects face in dealing with troubled youth.

Clarence Walker

Clarence Walker is the Associate Branch Chief of the Cycle Operations Branch of Teacher Corps.

The Rationale For Youth Advocacy Projects

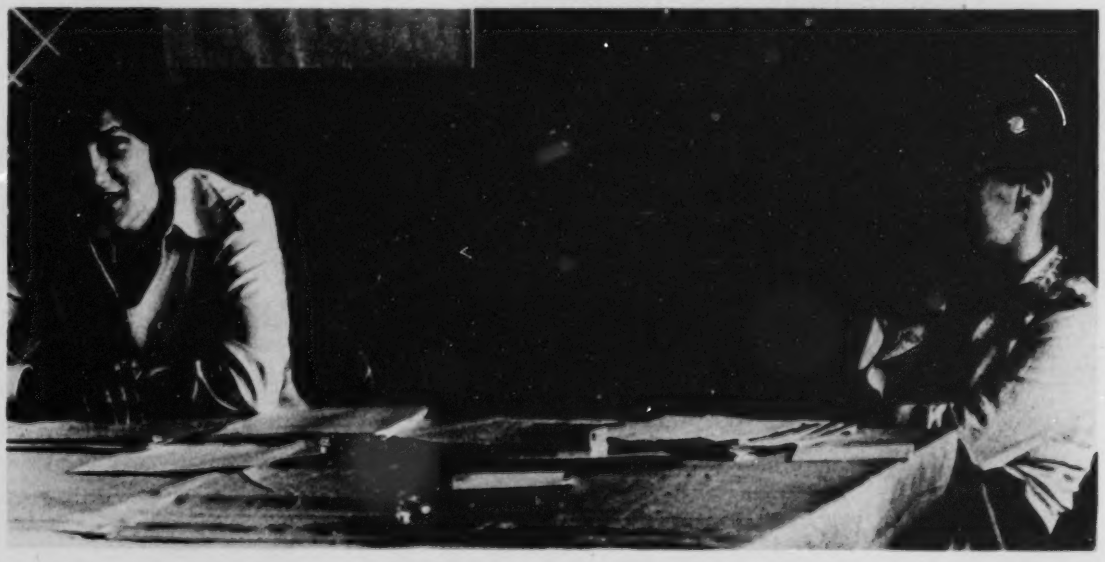
The Teacher Corps Youth Advocacy projects represent one of the most dynamic, challenging, and forward-looking thrusts of Teacher Corps. Certainly they place Teacher Corps in the forefront of leadership in advocating education for educationally disenfranchised, troubled youth. As such, the Youth Advocacy thrust represents a unique direction in educational planning.

Traditional modes of working with troubled youth in school settings have, in the past, usually relied on rejection mechanisms such as suspension, dropping out, and incarceration in juvenile institutions. All of those mechanisms remove troubled youth from the normal processes of education. Rather than use the educational process as part of a system which rejects troubled youth, the Youth Advocacy projects have tried to use the educational system in new ways which facilitate the retention of troubled youth in school settings.

Because educational models for troubled youths do not exist, the Youth Advocacy projects are literally creating new models and directions in training programs, school environments, and school procedures. These new directions come at a time when there is considerable public concern and interest in providing alternatives for troubled, behaviorally different youth. Most often, Youth Advocacy alternatives focus on developing more responsive and effective community environments to assist troubled youth. These frequently involve the utilization of various youth-serving resources and agency structures which work collaboratively with educational institutions to develop more responsive and retentive school settings.

Youth Advocacy Strategies

Although the Youth Advocacy programs follow the basic Teacher Corps design, they must consider a number of unique issues which are substantially different from those faced by other Teacher Corps projects. One of those unique issues is the need to work with the total environment toward changing the ways schools interact with this youngster. There are several strategies applied to that goal:



- Creating an appropriate interdisciplinary teacher training curriculum.
- Working with school procedures which will allow greater retention of youth in schools, including.
  - Designing classroom alternatives which accommodate troubled youth.
  - Designing reentry procedures and programs for youth returning to community schools from correctional institution settings.
  - Developing collaborative educational efforts with school support personnel such as psychologists and social workers.
  - Supporting more effective educational planning for this population.
- Working with the value orientation of professionals who work with troubled youth in order to emphasize success-oriented potentials.
- Working with the correctional system which has jurisdiction over troubled youth which affects the continuity of education.
- Working with community-based services which become involved with troubled youth and affect educational planning.

Loop Objectives

The Youth Advocacy Projects are among the most complex and experimental Teacher Corps efforts. Of necessity, they must work with a larger segment of the educational community. For those reasons, the Youth Advocacy projects are organized in a "Loop", which provides a forum in which to maximize their potential and to create additional support systems for this embryonic effort. The loop contributes to maximizing this effort and provides Teacher Corps with greater recognition for this leadership effort. The objectives of the Youth Advocacy Loop are as follows:

- To establish and maintain an inter-project information system which (a) provides a forum for critical analyists of more positive and innovative program developments which may be field-tested and disseminated, and (b) makes it possible to establish cooperative efforts among projects; those efforts include program design, training issues, the development of institutional and agency relationships, and the development of training materials.
- To examine the potential for new training models.
- To develop an information system to support the national thrust in further developing the Youth Advocacy approach.
- To articulate and link programs in collaborative efforts with other governmental and educational agencies and institutions which share common concerns and directions.
- To identify strategies for articulating educational programs with other relevant community-based institutions which are decision-makers in the lives of troubled youths. (Such institutions include correctional systems, police juvenile systems, youth employment systems, and other youth-serving systems which are connected with the juvenile justice system.)
- To explore assessment and evaluation systems which are appropriate to the unique sensitivities and complexities of correctional education programs. (These systems are then applied to the clarification of programmatic directions and the replication of positive program outcomes.)
- To develop a self-help system and staff interchange between projects in order to facilitate each project's development.
- To sponsor conferences and special meetings which enhance and promote education as an intervention system in school settings which troubled youth attend.

Alan Brown

Alan Brown is the Project Director for the Teacher Corps Project at the Arizona State University at Tempe.

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4. Evaluation, Management and Demonstration

"When we talk about sharing success, we must accept one basic premise: what we share ought to have some kind of *validation,* some kind of *documentation,* some kind of proof that it worked. That documentation ought to describe the process and the context in which it was attempted, so that others can see the relationship—or lack of relationship—to their own project. That is extremely important."

"If we expect to share, we have to share both positives and negatives. If we are to be credible documentors of our work, we must share our failures as well as our successes. If we are to demonstrate in a professional and responsible way—as we must—we must recognize where and why we have had less-than-perfect results. "

William L. Smith

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Differences Between Evaluation, Management Information Systems, and Demonstration

Teacher Corps expects its projects to collect a great deal of information for a variety of purposes. Project information is useful for evaluation purposes. Such information also has application to project management and management information systems. Finally, project information is useful for the demonstration of project success and other local experience.

We need to somehow separate those three purposes for gathering information in order to get a clear idea of what Teacher Corps is asking when it asks projects to collect information, to document its processes and products, and to evaluate project outcomes. We need to effectively manage our projects; we must know what is occurring in those projects; and we must demonstrate our experience to others so that they will know what *not* to do if they want to replicate and improve upon our designs.

Management Information Systems, Evaluation, And Demonstration: What Are They?

Management Information Systems, evaluation, and demonstration may be clearly defined. While each is different from the other, they are also similar in many ways, and some of the project information you collect may be useful for two, or even three, of those activities. Major elements of these three activities *do not* overlap, however; that must be kept in mind from the beginning of a Teacher Corps project.

What, then, do those three activities entail? First, "management information" refers to the collection of information which is to be used as a basis for making management decisions. Considering management information in conjunction with evaluation and demonstration allows us to compare some project management requirements with similar requirements of the other two activities.

Evaluation tries to answer a specific question, for instance, "Was this successful?" Evaluation questions may not always be so specific, but evaluation does try to ask a particular policy question related to success—whether of curriculum processes, or a given project itself. Evaluation questions are almost yes-and-no kinds of questions. The process of evaluation involves placing value upon a certain task and determining whether or not it was successful, whether or not it is useful. It may also provide indications of settings which are conducive to the success of certain project elements. This is evaluation.

Demonstration is different. Demonstration speaks to others; its results say, "This is what we did. This is why we did it. If you want to try it, try it this way." A great deal of money and efforts are being put into evaluation at local, school districts, statewide, and national levels. We are learning more and more about evaluation—about what evaluation can tell us, and what it can't tell us.

Demonstration, on the other hand, is basically a new undertaking; for our purposes, it is a message both to people outside of Teacher Corps and to other Teacher Corps projects. It is intended to get other people to understand what a project did, not simply so that they can accept or reject project experience, but so they can learn from that experience. Demonstration deals with how a project tried to adapt itself to problems, how it tried to implement its design. Finally, demonstration communicates some failures, as well as some successes, in certain programmatic features. It is important to remember that not *everything* in a project is worthy of demonstration.

If you are to effectively pursue demonstration, evaluation, or Management Information Systems, you must first compare them—you must look at their commonalities. Next, having sorted out the three activities' similarities, differences, and overlaps, you must consider your project's underlying programmatic characteristics. Once you know what purpose you have—why you are going to evaluate, for example—you must ask, "What are we evaluating? What are the *underlying* reasons why we are going to do this?" If, for example, you want to evaluate a reading program, you must ask, "So what? So what if children can read better?" There might be some programmatic reasons for reading improvement in addition to raising individual reading scores; maybe there aren't. Maybe the only underlying reason for the program is to raise reading scores. But there may be some other reasons: the need to change attitudes toward school and to improve future school performance, for example. If those are in fact underlying program bases, an evaluation study design would likely be different from one designed for a project based only on the need to raise reading scores.

After you have considered underlying programmatic motivation and other characteristics such as management information, data collection, analysis, and evaluation, and demonstration, your activities must then deal with interpretation. Those processes are different from each of the three activities. Some data, of course, are collected for all three. Test scores, for example, may be useful in all three activities—but their use might be quite different for each. The frequency with which data is collected might also be quite different.

After data is collected, analyzed, and interpreted, findings must be reported and communicated to appropriate audiences. You must ask yourselves, "Once we have the data, how do we communicate it?" An evaluation study communicates to a different audience than does a demonstration effort. A Teacher Corps evaluation communicates to both Teacher Corps personnel and to other interested parties. It may be reported in a written text. Demonstration requires more. A written demonstration report cannot present the full depth of a model experience or program. Demonstration requires that you talk to an audience outside of your project which has clear operational concerns. Their needs may be similar to yours, and they may wish to replicate some of your experiences.

Finally, demonstration, evaluation, and management information raise "sensitive areas." "Sensitive areas" refers to any special cautions or concerns that must be considered when collecting or analyzing information. Certain people or groups must be considered in conducting evaluation studies; a demonstration effort requires sensitivity to other people or groups.

These, then, are the basic differences between evaluation, management information systems, and demonstration: management information systems gather data which is applied to decision-making in the project; evaluation attempts, through data gathered in the project, to answer specific questions related to project effectiveness; and demostration uses project data to describe the processes, procedures, and results of a project. While each of these functions has overlapping data, needs, and purposes, each is also discrete from the other. Projects engaged in these three activities must determine data needs for each activity and then effectively communicate those data to the appropriate audience. All three activities are, obviously, useful—even critical—to the local project, and certainly of relevance to others who attempt to learn from an individual project's experience.

G. Thomas Fox

G. Thomas Fox is an Evaluator/Demonstrator at the University of Wisconsin at Madison, Wisconsin.

Management Information Systems

Introduction

The Management Information System (MIS) to be described here was prepared for the University of Nevada at Las Vegas Teacher Corps project to provide appropriate information for decision-making, reporting accomplishments, and using resources effectively and efficiently. Moreover, the MIS was developed to satisfy planning and decision-making needs; it was also designed as a tool for strengthening project operations.

The primary purposes of the MIS for the University of Nevada at Las Vegas project are the following:

- To provide basic items of information needed for planning and decision-making
- To provide for the feedback of meaningful information and analysis to the cooperating local school district
- To produce feedback information to the institution of higher education
- To furnish feedback information to the Teacher Corps office in Washington
- To provide for the comparability of information between participating educational agencies
- To lessen duplication in data collection, processing, and dissemination
- To produce data for research purposes
- To improve communication, cooperation, and unification among participating agencies
- To improve public image and confidence by generating more and better information.

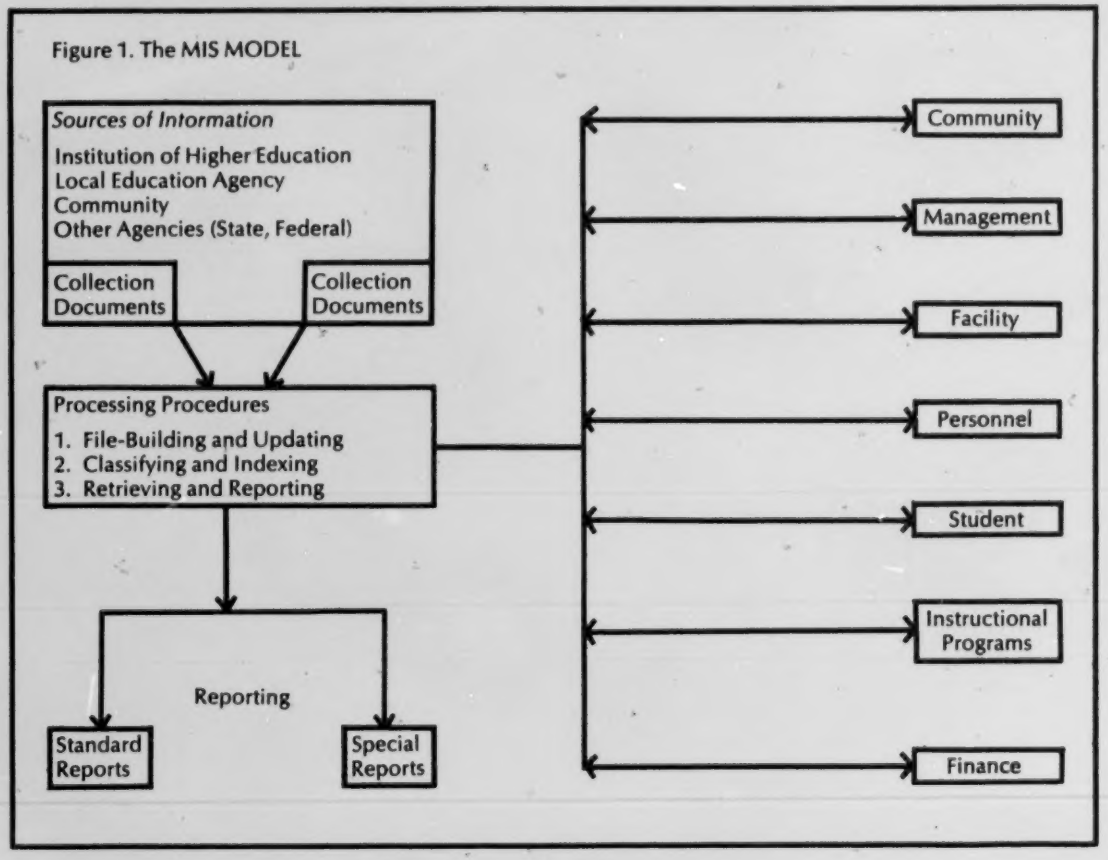
In order to achieve those purposes, several design considerations guided the development of the MIS. It was determined that the MIS should:

- Help the Teacher Corps project fulfill its planning and decision-making function
- Enable its users to make educational program decisions which are based upon adequate, accessible, and useable information
- Provide for standardized definitions and procedures among the participating agencies—so far as state and Federal laws and policies permit
- Provide a flexible system which can be revised and adapted to individual agencies' needs
- Provide for simplified methods of collecting, processing, and reporting information
- Reduce participating agencies' duplicate information requests
- Furnish information for Federal reports, specialized research, and specific state government requests
- Enable the project to submit information requested by other agencies.

The General System Design

Figure 1 illustrates the general concept which governs the MIS. It indicates some of the basic functions of the system and the general flow of information through the system. The system is an integrated information system. As such, it can utilize more than one group of data, even though each may have a discrete purpose or body of content. Each group of data can be collected, maintained, and utilized separately; or each can be utilized in an integrated or combined fashion. The data files contain information which are related although distinct.

Figure 1. The MIS MODEL



Thus, the data have an effect on the information needs which the system as a whole is designed to serve.

The seven distinct types of data form the seven MIS subsystems. In most situations, the seven subsystems receive and are maintained with data specific to their areas. When, however, data are used from more than one subsystem, information is integrated. First among these, the Community Subsystem serves the project by providing data relating to the target school community. Gathering and maintaining descriptive characteristics of the community is essential for effective communication and cooperation with that community. Basic information to be stored in this subsystem includes geographical and census data; social, economic, and political data; needs assessment data; and community action plans.

Data stored in the Management Subsystem relates to the managing process for the project. The data is stored in the form of management networks, schedules, reports, evaluation of process, and future plans. The management data is used by the Project Director to plan, organize, and control project activities.

The purpose of the Facilities Subsystem is to collect and maintain data which will provide a description of the facilities and equipment essential to the project's operation. Data stored in this subsystem will provide information about the site and location, buildings, and available equipment, as well as the educational data in the other six files.

The Finance Subsystem actually exists within the IHE and the LEA. Data from the output reports of the IHE and LEA provides information to the project relating to receipts and expenditures. Essential and satisfactory data needed by the project is cooperatively gathered, updated, and utilized through the IHE and LEA.

The Instructional Programs Subsystem is designed to provide information about the teacher preparation program for the Interns at the IHE as well as for the curriculum at the LEA level. State certification program requirements are also contained in this data file. Masters' degree programs and LEA curricula are included in this file. The re-training programs for LEA personnel are also contained in this subsystem, along with the other training programs.

The Personnel Subsystem collects and maintains information concerning all personnel who are involved with the project. There are a number of common data elements for all personnel however; certain specific types of data elements apply to each personnel area.

The Student Subsystem is somewhat different from the other data files because of the special relationship between the project and the LEA. In fact, the mass of data relating to students could create a major storage, processing, and retrieval problem for the project's MIS. For this reason, the data to be collected for the Student Subsystem should be given careful consideration.

Student Subsystem data items are separated into two categories. The first category is that which is essential for the determination of student change resulting from project impact; the second is optional student items.

An Example Of An MIS Subsystem Data File

The Management Subsystem Data File offers a good look at one of the seven MIS subsystems. That subsystem includes information essential to the overall administration of the Teacher Corps project. That information is used to plan program activities, organize program operations, allocate resources, control operations, and achieve project goals and objectives.

Requirements for all information in this subsystem file include:

- Periodic Reports
- Management planning and control networks, such as PERT/CPM charts
- Special one-time reports
- Project success information from the community, LEA, and IHE
- Special reports and documents from outside agencies
- Evaluation of program activities.
- Re-planning documents.

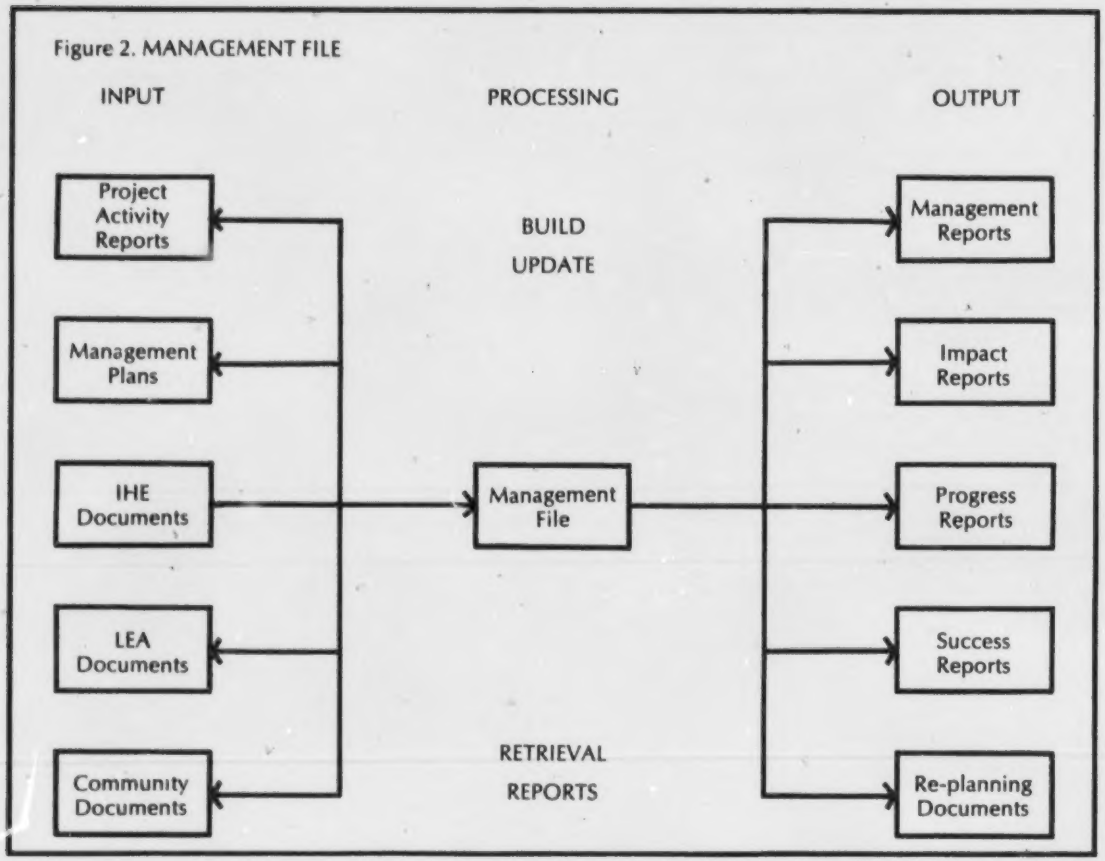
Figure 2 and Table 1 further describe the Management Subsystem Data File.

Implementation

There were a number of steps taken to assure the successful implementation of the MIS. Those steps apply to most projects. Although each step in the implementation process may begin sequentially, some of the steps can proceed simultaneously. It is important to review the general MIS design to understand the problems and to preplan sufficiently so that specifications can be written. Steps for the implementation of an integrated information system include the following:

- Review the general system design in the MIS.
- Design a specific subsystem which satisfies a given set of specifications; these include problem definition, objectives, data items, system documentation, procedures, program specification, and programs to produce needed reports.

Figure 2. MANAGEMENT FILE



Sam W. Bliss and Porter L. Troutman, Jr.

Sam W. Bliss is Consultant to the Teacher Corps project at Northern Arizona University. Porter L. Troutman is the Project Director at the University of Nevada at Las Vegas.

Table 1. Management Data File Categories Data Items, and Users

Data Items by Category	Users: T.C. Proj.	Nat. T.C.	T.C. Network	LEA	IHE	Comm.	Other
Activity Reports							
Objectives	X	X	X	X	X	X	
Activities	X	X	X	X	X	X	
Management Plans							
Time Schedules	X	X		X	X	X	
Personnel	X	X		X	X	X	
Costs	X	X		X	X	X	
Activities	X	X		X	X	X	
IHE Documents (Will depend upon each document)	X	X	X	X	X	X	
LEA Documents (Will depend upon each document)	X	X	X	X	X	X	
Community Documents (Will depend upon each document)	X	X	X	X	X	X	

- Write instructions for the collection of data and procedures for operation of the system.
- Pilot test the complete system, from the administration of collection documents to the production of output records.
- Evaluate and review each step of the entire operation.
- Revise the system, its specifications, instruction manuals, and/or production procedures where needed, as indicated by the evaluation and review.

While the MIS described here was designed for a specific local Teacher Corps project, the considerations which guided its design, development, and implementation apply in other project contexts. Such systems are useful, and can indeed be crucial, to the planning, operation, and evaluation of projects. A step in the direction of management of information is clearly a step in the direction of increased project effectiveness and efficiency.

Documentation: A Vignette

When speaking about documentation and demonstration, I am reminded of the Urban-Rural School Development program of the Leadership Training Institute at Stanford University. There was an independent appraiser of the process in that program. He was a doctoral student, an historical researcher, and his task was to simply document and interpret what was taking place over the life of the project.

He came to meetings and sat with us, and I would ask, "What have you learned?" He would say, "Not much yet, but I'm working on it."

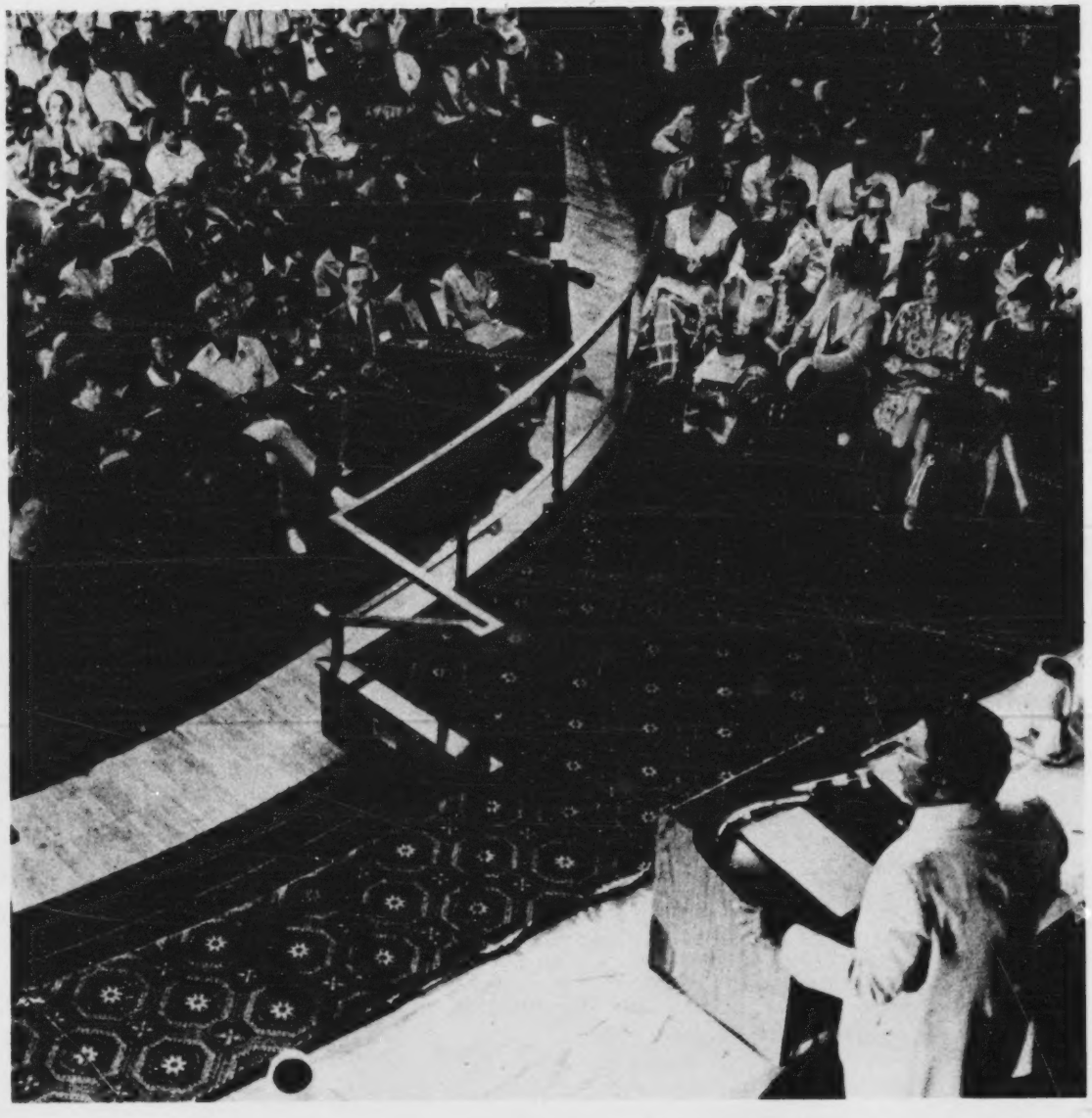
At the end of the project, he submitted his report. It was objective, and it was thorough. It started by saying that the Federal Government had failed to be responsive to the very program it had initiated. He documented that failure at given points during project implementation.

He went on to show the shortcomings of the Leadership Training Institute as well as the strengths of that program. He also did a case study of some individual projects that originated with the LTI and traced those through the entire process of community involvement, teacher involvement, and the like.

I believe that young man, whatever his biases—and all of us have them—did, in fact, have a detached, scholarly, research orientation to his task. That orientation enabled him to examine and record what was happening.

You do not necessarily need a research department to document and demonstrate your projects. You do not even have to talk about it in the context of research. But you do need someone who has detachment, who is independent, and who feels confident that whatever he or she writes will be respected. That is really what I am talking about when I talk about documentation, demonstration, and detached research analysis.

I hope we can plan future project budgets to include resources for an independent, outside, professional assessor, a documentor who is unrelated to the project. That person does not even have to explain what he or she is recording; that person is not a part of the feedback cycle. That person is simply a documentor. I hope we will be able to institutionalize documentors as a permanent part of our programs.



William L. Smith

An Evaluator/Demonstrator Talks About Demonstration

Educators are interested in learning about services that are provided for children, teachers, or a university. Demonstration is intended to show other educators what you have done. Its audience is those who do not have your experience. Its purpose is to help others understand the successes and difficulties you have encountered so that they can effectively perform the functions you describe.

If I were to try to help you demonstrate your project, I would first advise you to consider what you would need to know if you were the demonstration audience. For example, if you are trying to demonstrate how well you are performing community involvement, put yourself in the place of your audience. They need to know not only what you did, but how you tried to implement your plan, what kinds of problems you had, and what failures you encountered. After that, you, as the demonstrator, need to determine what kind of information is necessary to meet your audience's needs.

I am really talking about communication; that is the most exciting part of demonstration to me as an educator. It is not a technical thing, like evaluation. It is a communication problem, a people-to-people teaching problem. Demonstration essentially involves the problem of communicating to others so that they understand the implementation process.

In demonstration, we are not only talking about written reports; we are also talking about using films, videotapes, charts and graphs, as well as workshops which bring together some of the people who have implemented a particular project with those who wish to do similar work. When we demonstrate, we get together with people, we let them ask questions, we let them talk, and we let them see and hear using resources available to us. Film is a useful medium for demonstration because it helps the audience to understand more about what people are actually doing. It offers perspective. It is another way of looking at what is important in a particular event. Words may tell one thing and charts tell something else.

There are two critical variables which enter into the process of describing reality. The first is time. We must realize that reality occurs in time. The other variable is setting. Most events are embedded in a particular setting—in the lives of particular people and in particular professional settings. That reality has to be described and understood before others can understand what has happened in a particular project. Demonstration must communicate those variables and their effects if it is to achieve its objectives.

G. Thomas Fox

G. Thomas Fox is an Evaluator/Demonstrator at the University of Wisconsin at Madison, Wisconsin.

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"If we expect to share, we have to share both positives and negatives. If we are to be credible documentors of our work, we must share our failures as well as our successes. If we are to demonstrate in a professional and responsible way—as we must—we must recognize where and why we have had less-than-perfect results."

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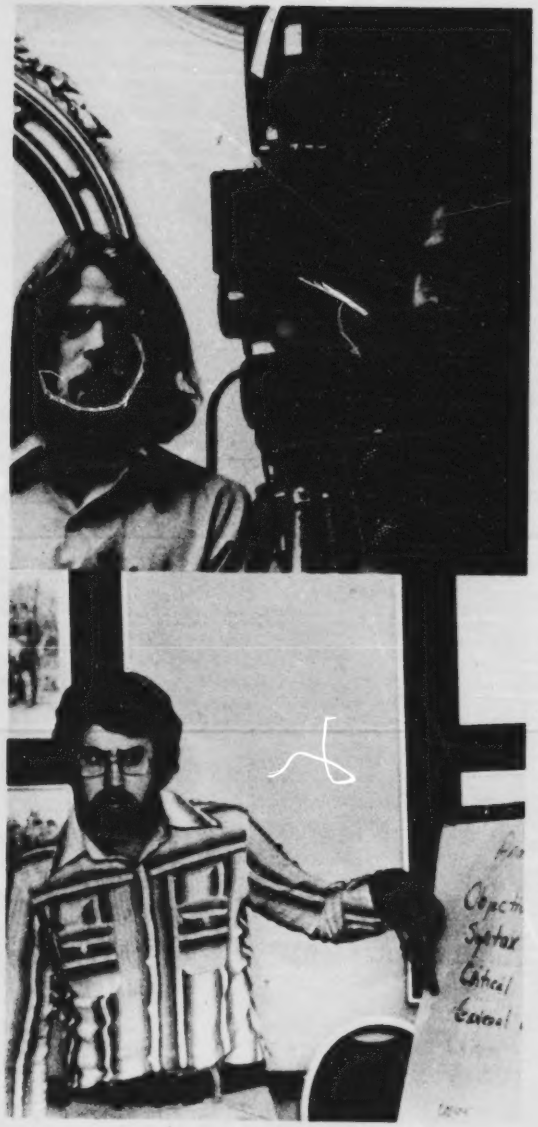

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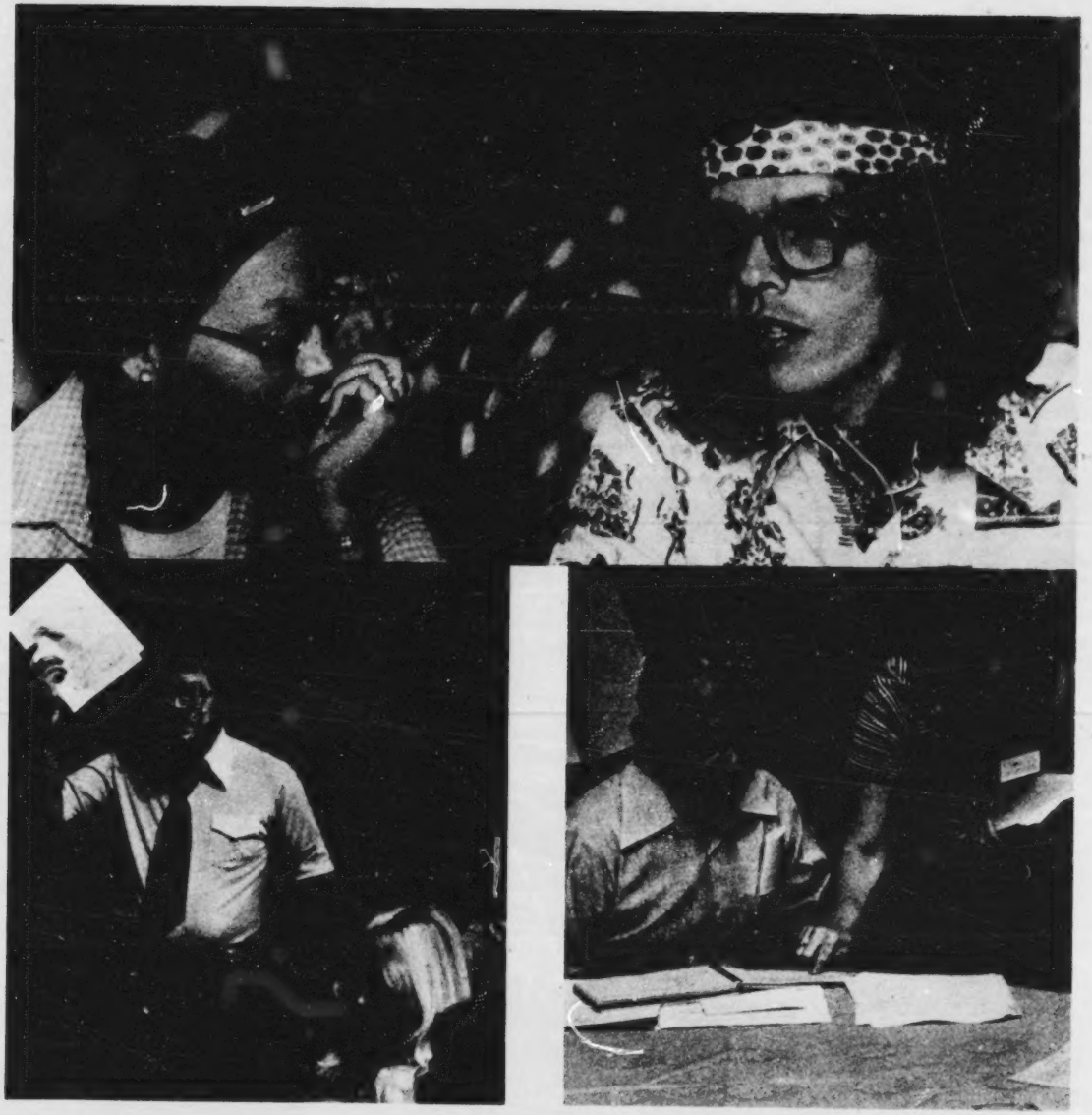

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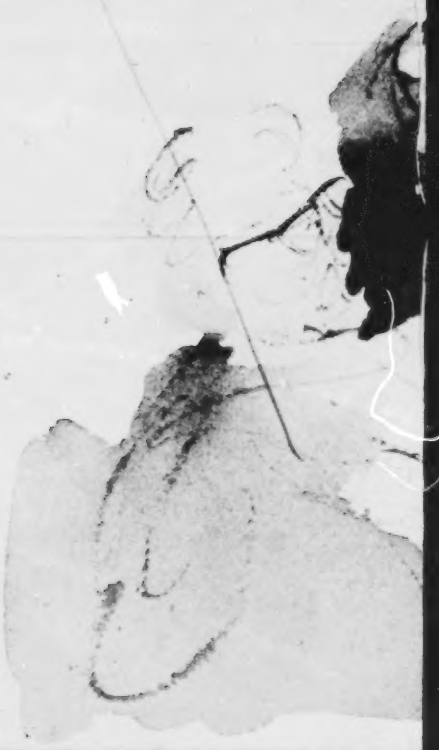
5. Community Education

"Teacher Corps Community Coordinators have to realize that it is not easy or comfortable for universities to relate to communities, even those a few thousand yards away."

Joseph Cronin



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The Need For Educational Action

Punctured Dreams

Thank you very much. Brother Bill, I am honored by the privilege of sharing this podium with you and with your fellow educators from around the nation. As I think about the Teacher Corps, I am at least as impressed by the idealism behind the very notion itself as I am the work of any particular project. If there is anything that we have suffered from the last eight years, it is the lack of dreams. Our dreams have been punctured and deferred, and we've lost our sense of imagination and our sense of desire. But our dreams can be reborn in great idealistic projects like the Teacher Corps. I think we are moving in the direction of broadening the base of service and opportunity to some people who otherwise never would have had it.

I often think about how we are sometimes very defensive and conservative. We measure our idealistic projects, and we quantify them out of existence. But then I remember hearing some years ago about a great evangelist by the name of Billy Sunday, who conducted a week's revival. And, during the course of that week only one person joined the church. And he felt very defeated because people had not responded with a lot of "Amens" and shouts. Beyond all of that, he had not even gotten his usual cadre of converts. He wrote that down as one of the great despairing moments of his ministry. But he found out some years later that the one convert was Dwight L. Moody, who established a Bible institute within Christendom.

Now, you may have days, and even weeks, like Billy Sunday's. The cities and rural areas you work in present forbidding odds against success. What once was a solid rock base upon which great things were built has become an acid base. And very few things can grow in acid. Children can't grow in acid. Businesses can't grow. Education can't grow. Educators can't grow. Families can't grow. Very few things can grow in an acid base. The fact that you are still here hoping, and yearning, and reaching, and wishing, and desiring is a sign of life. And where there's life there's hope. I want to congratulate you for remaining faithful to the fight.

The Need For Leadership

Second, I want to congratulate you for your sterling leadership, Brother Bill Smith. During perhaps the height of cynicism and anti-heroism, years ago, I heard someone say, "What we don't need now is a man, we need a plan. We don't need a rap, we need a map." That attitude grew, in part, from Dr. King having been assassinated. That destroyed many hopes and feelings. Robert Kennedy was assassinated shortly thereafter. So many of our heroes were taken right out of our hearts, and our eyes, and right before our eyes. There was some notion of the need to get away from depending upon a man, or a woman, or some person. So they said, "It's not the man, it's the plan." That sounds good, and its romantic. But I am here to suggest to you this night that a plan is meaningless without some man or woman to interpret it, to breathe in it, to put eyes in it, and to make it go somewhere.

A map means nothing without someone to interpret it and inspire you to go on when you feel like giving up. You have leadership here in Bill Smith that represents integrity and intelligence and involvement. When you get that combination in a person, you need to rally around it. This man has the capacity to rise above the ethnic and to deal in the realm of the ethical and the excellent. And that's what we need to save us during times like these: somebody who has the capacity to embody in his chest the thesis and the antithesis, and all the people in between. Bill, I want to congratulate you for holding on at a time when there was much despair in the land. I believe that with all of our weeping, joy is coming in the morning.

The Will To Excel

Our organization, Operation PUSH, is now having its fifth Annual Convention right up the street. Our theme is PUSH For Excellence. This convention comes in the midst of a crucial educational drive. I contend that we should open schools as formally in September as we close them in June. We have got to take some of the casualness out of the drive for education, for education is not really a casual proposition. It's a very serious proposition. For too many years, we've fought for educational opportunity. But beyond opportunity—which we must continue to struggle for—there must be an atmosphere. We still need motivation. What does it matter if the door of opportunity is wide open and you're too drunk to stagger through it? You still need motivation. In our materialism, we say, philosophically, "Where there's a way, there's a will. Just give us some more money and we can produce more." The record does not indicate that that is the case. We argue, "Where there's a way, there's a will." But the record shows that as the salaries have gone up, production has gone down. What is missing is the fundamental reality that where there is a *will* there is a way. If there's a will, you'll *create* a way. If there is a way without a will, you will just be marking time. We must revive this will to excel and this urge to be great.

A Fundamental Crisis

Teachers cannot do that by themselves. There is a crisis more fundamental than budget. The bottom of the foundation has dropped out. Daddies have been derelict. Daddies assign the babies to the mommas. Mommas can't make babies by themselves; they can't raise babies by themselves. Daddies *and* mommas have got to raise the babies. If daddies and mommas don't raise the babies, you will spend more time teaching discipline than dispensing information. Mommas *and* daddies have got to raise the babies, even if they are poor. Their priority has to be to raise the babies. You crippled poor people when you take away their most fundamental responsibility, and that is to raise their babies—no matter what they raise them on. They may raise them on Cream of Wheat and oatmeal, and then peanut butter for the next four years. But they have got to raise the babies.

Now, we have some ideas about education. We should stop giving report cards to the children. Mommas and daddies ought to have to come to school to pick up the report card, so as to foster a relationship between momma and daddy and teacher. When we talk about the formal opening of school, we are saying that there has to be a ceremony in September. We should say, "Summer has ended, and school has begun." That's the point. Mommas and daddies must organize welcome parties at schools and welcome teachers, so as to give teachers a sense of security and to let them know they are cared about. Now, you can't put that on a budget sheet, and you can't argue about it down at the school board. But we need to do it.

I preached a funeral a few months ago. As I looked at the brother laying there in the casket, I realized he had everything we have. He had eyes, but he couldn't see. He had a nose; he couldn't smell anything. Had ears, couldn't hear. Had legs, couldn't walk. Had brain, couldn't think. The person laying in the casket had everything the people looking at the casket had, except spirit. When the ghost was given up, the life was gone. That is missing—the spirit, the fundamental attitude to be somebody. If that is conveyed in mass, there will be a change in mass. If we begin to move our P.T.A. meetings from thirty and forty people to six hundred and seven hundred people, there will be a change in education. I believe it can happen.

The Responsibility For Action

I am not just talking idealism. I know it's a matter of where we place our energy. We did a survey last year that showed that the high school football team practiced three to four hours a day. They become great athletes. They develop their motor skills. The basketball teams practices two to three hours a day. And then we talk about why Johnny can't read and why Johnny can't write. Johnny does best what Johnny does most—play ball. Now, while Johnny's playing ball, there is no radio and no television. No notes from momma. No standing around by the girl friend. The development of our motor skills is sacred, and we set that time aside to develop our motor skills. We develop the greatest of athletes with the most anemic of values, because we set that time aside and it's sacred. At night we must turn off the radio and the television, and make the development of our cognitive skills just as sacred as the development of our motor skills.

The genius of your job will be to go back to your projects and challenge the radio stations and the TV stations that glorify the hustling, and the killing, and the rape, and the non-work. You have to create an atmosphere in which the Teacher Corps can function.

That is a direct, action responsibility. Unless the atmosphere is cleaned up, what it takes you a year or two to teach will only take some dumb disc jockey a minute to undo. We must begin to see that the superteachers are using the medium of radio and television. While we teach by tens and twenties, they teach by the hundreds and thousands. If we do not understand that, we're operating in an age before the wheel. It's no wonder we can't roll. We don't know that the wheel has been developed.

We must catch up with the medium of our day. If we do not develop our motor skills *and* our cognitive skills, then we will develop our legs. The tragedy is they will run us in some doors that our minds can't keep us in.

Thank you.

The Rev. Jesse Jackson

The Reverend Jesse Jackson is the Director of People United to Save Humanity.

Community Education: Five Components

Community Education can probably best be defined in terms of its five basic components: the extended day program, the "K-12" program, inter-agency co-ordination, community organization and development, and involvement in the regular school system.

Transition To Community Education

The transition from the traditional school to a community education program involves the five components mentioned above. The first step (and the most easily started) is the extended day program, which is sometimes called the "pilot school" or "lighted schools" program. In that stage, the facility is used afternoons, evenings, weekends, and summers encompassing all kinds of activities for all kinds of people. This simply involves opening up the school facilities.

The second component is the "K-12" component, through which the community becomes actively involved in looking at the K-12 curriculum, what children are learning and how they are learning it. The community also makes some recommendations and decisions about improving the program. A volunteer program is another element of the K-12 component. This component involves a large number of community resources which come into the school. Meanwhile, the school moves out into the community to look at community problem-solving.

A Comprehensive Approach

This community school approach is very comprehensive; it is tied together principally through a community-school council composed of lay people, professionals, agency personnel, and students. This council makes decisions involving programs and activities for both the regular school day and the extended school day program. A community school comes into being when there are many people in the school both day and night.

The third component is inter-agency co-ordination. Community education is largely a process involving non-educational agencies at the school or other sites. For example, the recreation commission might have a program in the school, or the cooperative extension agent might offer training at the school in any number of things related to farming.

Community Organization and Development

A fourth component in community education is community organization; closely related to which, is community development. This involves organizing the community, helping to develop community leadership, and solving community problems. The community and parents need to be involved in education in order to help solve student learning problems. They can also help improve the quality of life in that community for *all* its citizens.

The final and most comprehensive phase in community education is the human resource center. At that point, the facility is no longer only a school; it is a total delivery system for human services. A human resource center might include the regular school program, a community grocery co-op, an employment office, a welfare office giving out food stamps, a health clinic, a juvenile court worker, and hopefully, a higher education institution engaged in teacher training. All of these resources are housed in the same building, and they all work toward the same end—the improvement in the quality of life for the individuals in that community.

Involvement in the regular school program is achieved by bringing resources and volunteers into the school as well as getting the school out into the community. In contrast, traditional schools basically transfer knowledge. They are like islands. The children come from the mainland, cross the moat, go into the school, and the drawbridge closes. They stay on the island all day, playing at how to live in the real world. At three o'clock, the drawbridge lowers and the children go back into the real world.

Why Community Education?

The basic job of community education, then, is to coordinate the delivery of human services, to bring all human services people together so that they can make an impact on children and their parents. Research supports this goal loudly and clearly. We cannot reach children unless we can first get to the home and community environment.

Community education also makes economic sense. Traditionally, the school facility has been used approximately one-third of the time and often less. It makes good sense to use such facilities day and night in order for the taxpayers to receive full return on their money. It is a tragedy that the school closes at three o'clock in the afternoon, making it necessary for children to run next door to the recreation center which opens at three o'clock. Many people must travel two or three miles when they want to go to the library at night; there is a school two or three blocks away, but it is not open. The resource is not available for use.

My community is trying to pass a bond issue for a new, big recreation park. They want more money. Meanwhile, we have a new high school with seventy-five acres. Let us use what we already have to bring people together. This would make economic sense.

Better services will also be available if people can learn to give up some of what they call "turfism," the attitude that, "This is *my* classroom," or "This is *my* recreation program." That is a bad trap, and we all get caught in it. We have to give up a little so that we can get much more.

The Community Education Process

Community education is not a panacea. It is not going to solve all community problems. The school is the only public institution found in every community and should, therefore, be used as a focal point for working with the community, helping the community solve its problems, and beginning to improve the quality of life for all citizens.

Community education involves a process which gradually and systematically brings the community into the full life of the school. It is a planning process which expands the traditional notion of what a school is all about. The first step in that process is asking what the community needs, what it wants, what its concerns are. That is done through a needs assessment process, and there are many ways to go about that. In some communities a written survey will suffice; others will require a door-to-door survey or small group sampling techniques.

After community wants and needs are known, it is time to identify programs and agencies which might offer appropriate programs; that is analyzing the resources. It is also time to identify goals. The community council is at the heart of goal-setting based on needs assessment. From goals, specific objectives are systematically identified. Finally, a management plan is developed to carry out the objectives through a series of activities.

Community Education Works

There are now five or six hundred school districts operating community education programs in four to five thousand school buildings in the United States. These programs are open and available not only to children, but to senior citizens as well. The school offers them an opportunity to have a hot lunch, to stay in school, to help tutor the students or work in the library, or just to have an activity of their own such as playing cards, chess, or checkers. Senior citizens have much to offer. They have many skills and beautiful backgrounds in career education; many have worked all their lives.

Community education focuses on the total mobilization of existing human and institutional resources. That is not to say that all the activities and services go on at the school; the school is simply a co-ordinating focal point. Community education can focus on the lifelong learning process, from prenatal stages right on through death education. It utilizes all of the resources in the community, from all of the community agencies. Any city in this country—any community—has fifty, sixty, a hundred larger communities. It has two and three hundred agencies all serving that community; they are all trying to provide services. It is not a problem of not having resources; it is a problem of not finding and consolidating the resources. Finally, community education is built on a community-based curriculum; a curriculum which opens up the school. It says, "Let's cross the moat. Let us let the school become part of the mainland." That is certainly a worthwhile goal.

Conrad Powell
and Larry Winecoff

Conrad Powell and Larry Winecoff are Associate Professors at the University of South Carolina at Columbia.

"I think the major problem in community education is the lack of involvement of the people whose programs are purportedly designed to be served—specifically parents. Obviously, parents have to act on behalf of children. But parents are not involved in programmatic decision-making. Teacher Corps has deeply involved itself in the problem of education. Teacher Corps' intended involvement in community education is designed to bring parents and other community people in contact with the education process."

Paul V. Collins

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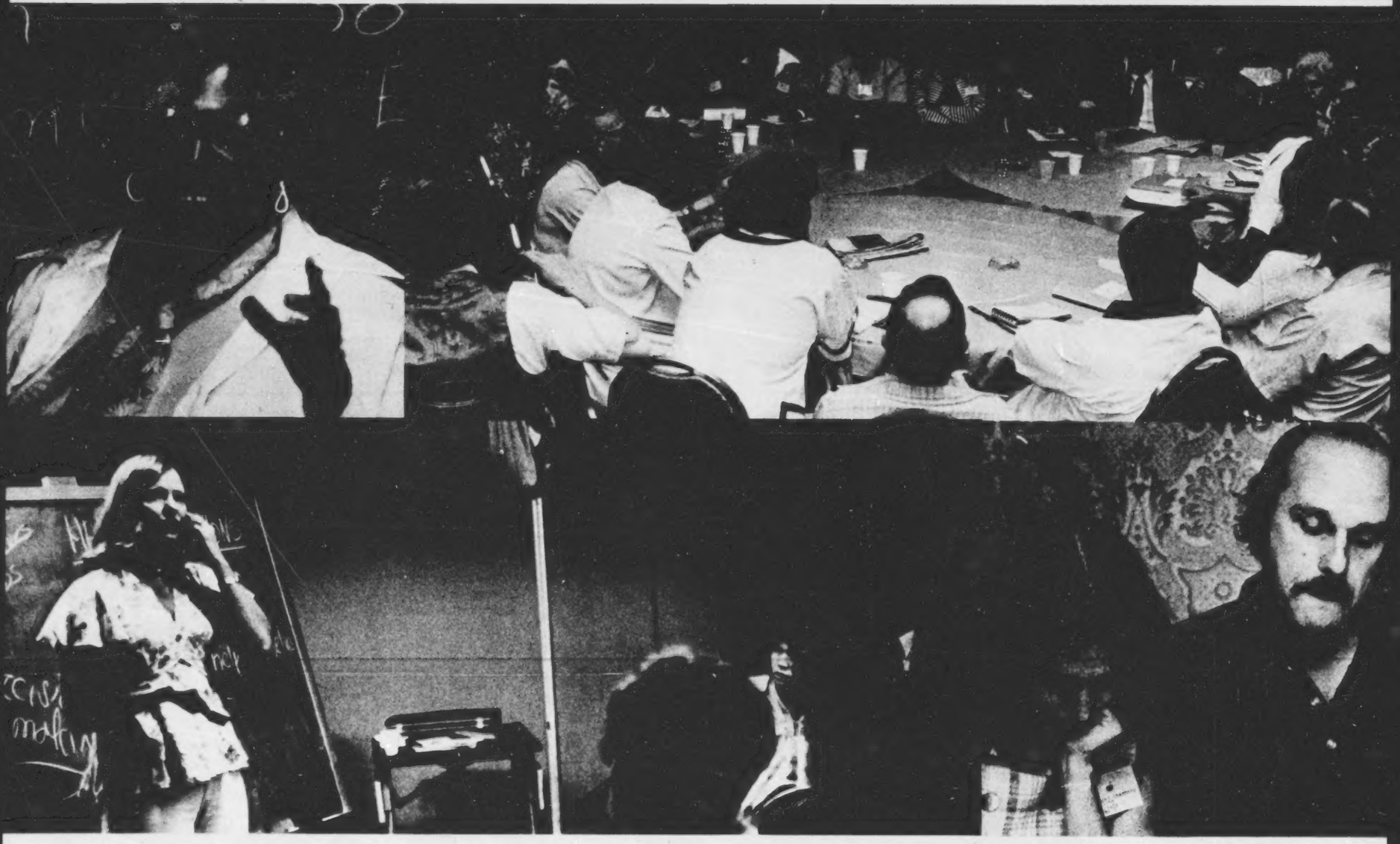

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b. Multi-Cultural Education

"Language is to culture what the circulatory system is to the body: the vital vehicle which carries human essence and life. Language is integral to a people's vision. It carries their concept of themselves, of their history, of their present, of their future, and of their worth."

Antonia Pantoja

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Toward A Definition: Dealing With Difference

The most confusing thing about multi-cultural education is the question of what we mean when we use the terms "multi-ethnic," "ethnic heritage," and "pluralistic." Dr. James Banks, in an attempt at clarification, has said that "multi-cultural" is a broad, generic term describing the relationship between all of the various ethnic, racial, and cultural groups in the society. He argues that multi-cultural studies focus on the relationship between the majority culture and those groups that have suffered discrimination within the society.

"Multi-ethnic education," on the other hand, deals with the relationships of all the various groups in the society, based on religion, ethnicity or nationality. Banks refers to those groups' relationships and interactions on an everyday basis. Multi-ethnic education involves taking all of those relationships into consideration as they affect children in the classroom.

"Ethnic heritage education" is the study of each group's traditions. Thus, in this view, multi-cultural education is an overarching concept while multi-ethnic and ethnic heritage are portions of the larger concept.

Some years ago, the American Jewish Committee became concerned that in considering the various groups in our society we deal in very large generalizations. We primarily talk about Blacks and Whites, occasionally dealing with whatever Spanish-speaking community is present. We are coming to the realization that in reality America is quite a different situation. First, Whites as a group are not a group and do not perceive themselves as members of a single group. For example, they feel they are members of a myriad of smaller groups based on religion, nationality, or geographical regions. Thus, to consider Whites as a group just doesn't have much meaning, other than as a general classification. The same is true of the American Black community. The Black community has identifiable sub-groups and is also diversified.

Dealing With Difference

Once we recognized that there are many differences, in ethnicity, race, and religion, development of what we thought of as a system for "dealing with difference" was imminent. Our basic assumption was that most of us are very uncomfortable in the presence of difference. Psychologically we get very anxious when we are among people who are different from us, whether those differences are ethnic, racial, religious, or linguistic. People with physical handicaps engender a similar reaction. Because we are sophisticated, we don't acknowledge that process across racial, religious, or ethnic differences, but it goes on anyway. We began to believe that teachers need help in handling their feelings about difference. The helping process must begin with the individual teacher's personal comfort with difference. That, we believe, can be learned.

What does the process of dealing with difference involve? First, people must be comfortable with themselves and grow toward ethnic awareness. That means knowing where you came from, who your people are, what your background is. For a long time we encouraged people to ignore their ethnic identity. We said, "We are all Americans, we are all alike. We are color-blind. Nationality, religion, ethnicity—those things don't make any difference." We tried to sell that for generations in our teacher training institutions and in our schools. But we now believe that people will have difficulty in dealing with difference unless they feel secure about their origins. We should, therefore, encourage in-service and pre-service training programs to begin with the exploration of individual origins. All of us came from somewhere. All of us have a tradition. All of us have a culture. We all need to understand these before we can begin to understand others.

Recently, I visited my parents, and spoke to my mother about my own background. This was something quite new for me. I have often told teachers to do that and I thought I ought to try it myself. In the process, I learned some things about my background that deepened my understanding of myself. But I waited until I was 42 years old to learn about my background because nobody had ever suggested that I ask. My parents had not shared it with me because they belonged to the melting pot generation and felt we were all Americans—our European heritage was not important. I suspect that is not unique for a lot of Americans. For some of us, our origins are obvious and are a part of our lives. But millions of Americans, and hundreds of thousands of teachers, have never explored their origins and how they affect them as individuals.

All of us, including teachers, must feel comfortable in exploring our own backgrounds. We need to acknowledge and understand who we are and where we have come from. Unless we do that, progress becomes quite difficult.

In our society, we must come into contact with many differences. There are different sexes, colors, and different religions. We should begin to look at those differences as positive aspects of our society rather than pretending they don't exist. We need to recognize and deal with our differences.

We need to know about the people we deal with and to explore our differences. We need to intellectually understand the importance of recognizing that differences are there and that they are important. Teachers ought to understand the backgrounds and the lives of their students. We have to know others not in some abstract way, but in real, human ways.

It is very important for teachers to understand the historical relationships among various groups in the learning environment. We are sometimes unbelievably ignorant about the history of the relationships between groups in our society. There is a history, and children carry that history with them. Don't ever believe that children don't bring that history with them; it has been taught to them, if not outright, then in very subtle ways, in their homes and communities. Understanding historical relationships is important if we are to help young people grow and be able to live in a society which is truly pluralistic, in which we are able to identify proudly with our own background and culture while at the same time participating effectively in the core culture—that is pluralism. Teachers must be willing to go through the process of learning about themselves, learning about others, and learning about the history of inter-group relationships.

Paul Barker

Paul Barker—Institute on Pluralism and Group Identity American Jewish Committee.

Multi-Cultural Education As Total Educational Reform

There are two critical areas which must be addressed in multi-cultural education. First, teachers too often find themselves in situations where they try to teach multi-cultural concepts with which they are totally unfamiliar. Second, multi-cultural curricula in today's public schools are not only inadequate, but are also seldom truly multi-cultural.

Multi-cultural education is a process of total curriculum reform—or total educational reform. In this context, "educational process" and "curriculum" are interchangeable. Multi-cultural education, then, is a process of total educational reform. Unless we recognize that, we are riding on still another educational bandwagon. If we simply ride the conventional bandwagon, there is little ground for optimism.

What are the implications of viewing multi-cultural education as a process of total educational reform? First, multi-cultural education is both an attitudinal framework and a body of content. The body of content itself is both affective and cognitive; it concerns a variety of ethnic groups and ethnic experiences—all within the context of the American experience. The attitudinal framework is as critical as any set of climates or situations that we create in the classroom. Multi-cultural education, then is a set of attitudinal frameworks, a body of content, and a classroom climate—but it is also a set of instructional strategies.

So that if instruction is your strength rather than curriculum, it is very possible that you could invest all your energies in instructional reform and succeed in doing an effective job of teaching multi-cultural educational concepts. You could also be an effective multi-cultural educator by designing or redesigning curricula.

That view of multi-cultural education comes from recognizing the realities of functioning in the school situation. Ideally, of course, multi-cultural education involves dealing with curriculum and instruction simultaneously and interchangeably. The two together will more completely impact on students in the classroom.

Why Multi-Cultural Education?

Why be concerned with multi-cultural education? First, ethnic pluralism— cultural diversity—is a social reality. To try to make schools more relevant, to try to develop survival skills, to try to help students become more functional in their society, to try to help them maximize their potential for self-actualization—to try to do all that, the fundamental approach to education must be a multi-cultural endeavor.

A second rationale for multi-cultural education is the fact that students are cultural beings. As such, they have behavioral expectations, communication patterns, and socialization processes. These in turn influence their reaction to school situations, their responses to educational stimuli, and their performance of academic tasks.

Third, it is the responsibility of the schools to nullify some of the negative information that both students and teachers acquire—regardless of its source—about ethnicity. That is a big task for the schools. Schools are competing with the media, and there is a great deal of evidence that schools cannot compete on the same level. Educators have the responsibility to address ethnic issues in an organized, structured, and sequential manner. If schools want to perform effectively in this pluralistic society, they must provide an increasing volume of accurate information about ethnic groups and cultural diversity.

Fourth, multi-cultural education becomes a current imperative because ethnicity does indeed affect individual identity. To talk about a society in which racial identity is ignored is simply impossible.

Finally, ethnic literacy, to coin a phrase, is essential to effective functioning in a culturally pluralistic society. For that reason, multi-cultural education is important. It is argued that people should develop an appreciation and understanding of cultural differences. But can we expect students to do that if educators do not help to provide children with some fundamental information on which to base their judgments?

Teachers, too, need ethnic literacy. Teachers are expected to teach about cultural differences. Yet they have had little opportunity to prepare themselves for this task. Thus, educators must take some

responsibility for misinformed or uninformed students who enter a world that has only a limited appreciation of cultural differences. All too little has been done to correct prejudices and discrimination in our public school curriculum.

Assumptions Of Multi-Cultural Education

What assumptions underlie multi-cultural education programs? First, ethnic pluralism must be recognized and respected on three levels: the individual level, the group level, and the institutional level. This is, of course, an ideal construct. This position states that to be effective in terms of multi-cultural education, *institutions must have a commitment to multi-cultural education*. And it must be expressed in behavior. It is not enough for college presidents to say that the institution is committed to multi-cultural education. Nor is it enough for a superintendent or a principal to pay lip service to multi-cultural education. True commitment is reflected in funding processes, in policy statements, and in terms of program expectations, and within distinct domains of responsibility. It would be a waste of time and energy for classroom teachers to concentrate all of their efforts on trying to influence the community in a multi-cultural direction. But realities dictate that the teacher can have the greatest impact on the classroom. Principals, on the other hand, need to spend a greater portion of their time in other domains. We all need to concentrate on the areas where we can have the greatest impact.

Ethnic Diversity As Social Cohesion

A second assumption underlying multi-cultural education is the notion that ethnic diversity can be a basis for social cohesiveness. Opponents of multi-cultural education suggest that talking about ethnic differences will aggravate racial differences. They suggest that ignoring differences will reduce children's concern about them. But the problems associated with ethnic and racial difference persist and form a challenge to our concepts of a just and equitable

society. Thus, a more powerful rationale is that schools and educators must face up to this profound responsibility; to surface some issues, to bring them into the classroom context and to make them a legitimate part of the education of children.

A third fundamental assumption of cultural pluralism is the need for equality of educational opportunity. Equal educational opportunity does not mean sameness; unfortunately, that is the way some have interpreted "equality." Equal educational opportunity suggests *equity*. Equity means dealing with differences, responding to individual needs, and offering similar opportunities. We cannot identify students' needs without considering their ethnicity, their experiences, and their cultural heritages.

The Implications Of Multi-Cultural Education

Multi-cultural education has implications for instruction. One such implication is the notion that teaching styles and strategies must consider the influence which ethnic experiences have on cognitive learning styles and patterns of processing cognitive information. Ramirez and Castenada, through their research with Mexican-American students, suggest two distinct kinds of cognitive styles. They also suggested instructional strategies and curricula which are most compatible or are congruent with certain cognitive styles.

A second instructional implication relates to teacher behavior in the classroom. The Civil Rights Commission conducted a comprehensive study of teacher behavior in the classroom as it relates to Mexican-American and Anglo students in five Southwestern states. It is rather depressing that the study found that teachers, verbally and non-verbally, behave in a discriminatory fashion toward Mexican-American and Anglo children. Further, the study found that those behaviors pattern results by giving white children an advantage over Mexican-American children. Some colleagues and I did a similar study in Texas dealing with White and Black students; the effort yielded similar results.

What are the implications of these findings? One cannot be opposed to teachers *differentiating* their behavior on the basis of students' ethnicity. There is a distinction, however, between *differentiating* behavior and *discriminating* behavior. To differentiate means to shift teaching styles, knowing that strategies for working with one student might not be applicable to another. Therefore, teachers can effectively change styles as they deal with different kinds of students.

Discrimination, on the other hand, happens when one student receives benefits which another does not—or, worse, is being treated negatively. For example, the Texas study found that Black students were disciplined more than their White counterparts. White students, on the other hand, were more often positively reinforced and had more opportunity to take part in substantive discussions in the classroom. White students were asked to deal with academic issues. Black students were asked to erase the chalk board or to deliver messages. Those are not examples of differentiating behavior; they are discriminating behaviors.

Another implication of multi-cultural education relates to curriculum design. Basically, multi-cultural education implies that educational experiences should be designed so that school experiences intersect the students' home experiences. This confluence of forces should be designed to produce a complementary compatible relationship between the home and the school. At all costs, a competitive relationship must be avoided.

In conclusion, the essence of multi-cultural education must be to help teachers and other school personnel accept ethnicity as a significant variable in the identification process—and to understand what that means. It is depressing to hear teachers say, "All my students are just the same. They are all just human beings. There are really no differences. I treat them all alike."

Common sense argues that it is simply impossible to look at a diverse group of students and to claim they are all the same. But unless educators know something about children and their cultures, there is no way to treat them differently in a positive way. And that is what multi-cultural education is about: integrating culture and education to reach children in positive ways.

Geneva Gay

Geneva Gay is a Associate Director of the Association for Supervision and Curriculum Development.

"A recent article in *The New Yorker* reported interviews with various Haitians in New York, and one of the statements made by a Haitian was this: "Cultural pluralism is this. You share the responsibilities, share the budgets of the country where you are, but you keep yourself alive. You preserve your identity, maintain your heritage, maintain your culture, while at the same time integrating yourself into the country."

Milton Gold

Milton Gold is Senior Research Associate for the New York State Teacher Corps Network.

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American Indian Teacher Training: The Teacher Corps Model

Indian Education: An Area Of Special Need

The most glaring problem in the education of American Indians today is the acute shortage of qualified Indian teachers. By and large, American Indian youth is being educated by upper middle class non-Indians. Few of these teachers possess an awareness of the culturally, socially, or racially different. In addition, there has been little, if anything, included in their training as teachers to better prepare them to teach American Indian children. Since the Indian must thrive in a dual existence—his world and that of the "White Man"—the educational process must reflect both.

Although Indians were the first Americans, they are still the last Americans educationally, economically, and politically. Most agreements concerning the acquisition of Indian lands included a promise of education for Indian children. Most attempts to educate Indians involved trying to change Indian children rather than to teach them. Educators and Christian reformers have attempted to remake Indians into brown-skinned copies of whites. Consequently, Indian self-concept and motivation have been damaged.

It is little wonder, therefore, that education is highly suspect among many Indian people. Indian parents have consistently felt that a white education did not allow the Indian learner to function in the white world. At the same time, education has not taught Indian children to function in their own tribal communities.

In 1969, the Senate Special Subcommittee in Indian Education reported on the absence of bilingual materials and the almost total absence of any culturally sensitive materials in the Federal and public schools it investigated.

In addition, the subcommittee reported on the need for new programs to train native teachers. The number of Indian teachers in public schools is infinitesimal, and even in the all-Indian schools of the Bureau of Indian Affairs, Indian teachers constitute only 16 percent of the teaching staff. The percentage of Indian teachers who teach children of their own tribe and language is smaller yet.

Teacher Corps: Collaborative Teacher Training

Teacher Corps was one of the first Federal programs to concern itself with the training of American Indians as teachers of their own people. The first Teacher Corps project in Indian schools began in 1966 with Interns serving members of tribes in Niobrara, Macy, and Winnebago, Nebraska; and in Wagner, South Dakota. Interns received their training from the University of Nebraska in Omaha. The first all-Indian Teacher Corps project began in 1968 with Interns serving in schools of the Navaho and Hopi nations, while they received professional training from Northern Arizona University.

Each Indian program must be developed with the consent of the tribe(s) involved. Interns are instructed in tribal customs and heritage and, if possible, in the tribal language. Recruitment for projects serving American Indian children focuses on seeking local Indian applicants as Interns, Team Leaders, and professional staff.

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Teacher Corps, with its competency-based, field-centered model for preparing teachers, is the most visible effort at Indian teacher training. Through its collaborative design, Teacher Corps is bringing the universities, local schools, and tribal communities into much closer contact.

Through Teacher Corps, Indian Interns, Team Leaders, and professional staff are providing needed role models for Indian people of all ages. Teaching as a career is now a realistic choice for many Indian people. Indian children, being instructed by past graduates or current Interns of the Teacher Corps program, are experiencing efforts at merging their tribal culture with the school curriculum in a bicultural/bilingual context.

The 1970s have brought a new hope to American Indians: a new epoch in Indian education has begun. Teacher Corps can continue to play a viable role in assisting Indian communities to determine their educational destinies. American Indians must be educated in the ways of their tribal society while simultaneously acquiring the means to live in a mixed contemporary society with dignity and pride.

Thomas A. Thompson

Thomas A. Thompson is Director of Teacher Corps of the Eastern Montana College School of Education at Billings.

Indian Education: Where Are We?

Despite the many statistics available from many sources today, there is no definite census of the number of Indian children currently in schools throughout the United States. The Bureau of Indian Affairs has one set of statistics, and the Office of Education has another set. Indian people themselves have a third set of statistics; the Indian statistics are likely the most valid statistics.

Indian people are dispersed throughout the United States, and Indian children are in all kinds of schools. A safe estimate is that there are around 300,000 Indian children of school age; two-thirds of those children are in public schools. There is some question as to the number of the remaining children who are in school at all. The Bureau of Indian Affairs reports that there are at least 11,000 American Indian children who are not in school today. Office of Education statistics only consider schools with enrollments of 5,000 or more; they thus cannot really say how many Indian children are not in school. Clearly, the next census must make sure that Indian people are counted so that a determination can be made of the number of Indian children in school. From that base, we can begin to determine the kinds of educational services offered to Indian children.

During the next two years, there will be a tremendous push toward returning to the hands of Indian people their right to educate their children and their adults, and to do that in their own communities. The Teacher Corps has always been an exciting program; its emphasis on Indian people, Indian culture, and Indian children is extremely important. Your program holds great promise for Indian education, and I wish you well.

Helen Schierbeck

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"I remember the story of the mother mouse who led her five children out of their hole into the corridor. They walked confidently down the corridor to the corner. As they turned the corner, Mother Mouse and the chattering little mice behind her fell silent; a tomcat was there waiting for them.

"The little mice were terrified. Mother Mouse silenced them calmly. Then she looked up at the menacing tomcat, took a deep breath, and cried, 'Woof! Woof!' The cat looked at her in enormous surprise. Again, Mother Mouse cried 'Woof! Woof!' The cat leapt into the air, his hair on end. He dashed out of the house, to be found two days later hiding in the garden. The mother mouse turned to the little mice and said, 'Now, there you see, my children, the value of having a second language.' "

James Platt

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Bilingual Education

The Teacher Corps Promise

We are living in difficult days. The education offered to poor and ethnic minority children has denied them access to societal resources, services, and decision-making roles. The teachers originally responsible for poor and minority children did not understand them and could not teach them. Teachers who had been successful in teaching white and middle class children had problems with creating new educational approaches which were needed for effective teaching of minority children.

One of the hopeful and generally enlightened programs designed to address these conditions has been Teacher Corps. The Teacher Corps mission is clear: "... to provide to children from low-income families better educational opportunities, and to improve the quality of teacher education programs for both inexperienced teacher interns and certified teachers." In the midst of a difficult and stressful educational situation, Teacher Corps offers a far-reaching promise for children who are linguistically and culturally different.

Teacher Corps emerged during a time when the educational system was virtually closed. The program promised to impact a public school system which had lost the ability to provide a quality educational program for all children. That program was built on the principle of economic and social access for the increasing number of children who are psychologically and physically trapped in the nation's low-income communities.

The Teacher 'Oversupply' And In-Service Training

Through its eleven years, Teacher Corps has begun to have a meaningful impact on these children, their parents, their communities and the educational establishment. There have been high hopes, and many significant results. Before the promise of Teacher Corps can be fully realized, however, cognizance must be taken of signs that the educational system is returning to its traditional conservative position. Two issues concerning Teacher Corps and the more traditional educational establishment stand out.

First, there are threats of backward steps based on the claim that our economic belt demands tightening. Such steps would do irreversible damage to the lives

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of our children. We have heard—and continue to hear—that funds are limited, that it is fiscally imprudent and irresponsible to spend monies for the recruitment, training, and placement of new teachers. This argument is buttressed by a claim that there is actually an oversupply of teachers. If the original commitment and promise of Teacher Corps are to have any value, the dual myth of scarcity of educational funds and teacher oversupply must be vigorously rejected.

An oversupply of teachers can only mean that we have adequately qualified personnel to serve the specialized educational needs of every child. That objective must be the yardstick by which judgments of oversupply or undersupply are made. If we analyze the data on the supply of teachers, it is clear that there is an oversupply of dominant-group teachers. That oversupply, however, cannot be resolved at the expense of culturally different children. Teachers who have had no life experience in a culture cannot be expected to develop an understanding or appreciation of that culture through in-service training courses. Retraining cannot transmit the values, the patterns of behavior, and the versatility necessary to function effectively in a bicultural context. The acquisition of new language through in-service training courses cannot equip teachers to develop the understanding and communication with their students that is necessary for the learning and teaching process.

The Center for Applied Linguistics, in its recommendations to the Office of Education for the certification of bilingual-bicultural teachers, recommended that teachers of children of non-dominant cultures should be able ". . . to communicate effectively both in speaking and in understanding in the languages and within the cultures of both home and school. The ability will include adequate control of pronunciation, grammar, vocabulary, and regional stylistics, and non-verbal variants appropriate in the communication context." This group of distinguished linguists has given us valid criteria for the certification of bilingual-bicultural teachers. To fulfill these requirements, a teacher would need to have direct and primary experience with a culture. In-service training of teachers with dominant-group experience is not enough; culture cannot be taught.

A second problem with in-service training programs is the fact that they offer public school systems the opportunity to block entry points for innovative, committed, well-equipped teachers who belong to minority ethnic groups. The fight to maintain the status quo is still with us. Teacher Corps has been one point of entry to the teaching profession for persons who are not from the dominant society. The increasing move toward in-service training can contribute toward closing that entry point.

Who Shall Administer Local Teacher Corps Projects?

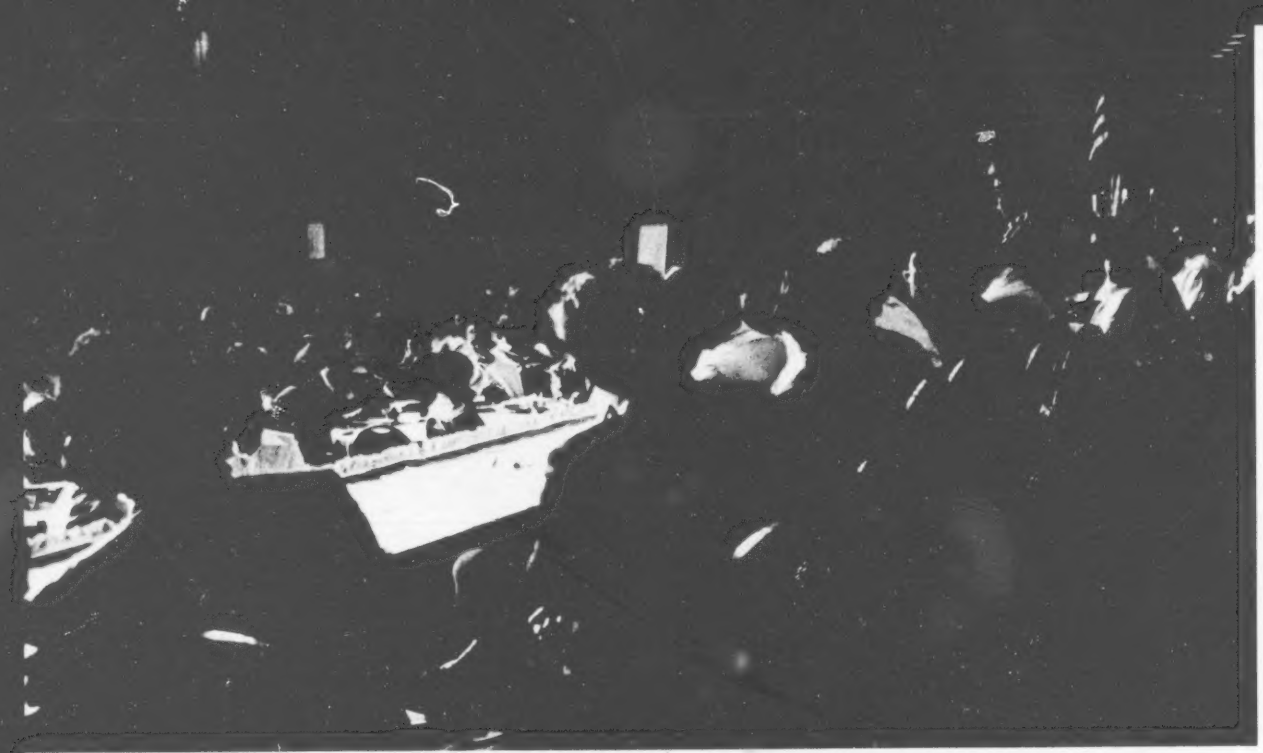
Another issue of concern to Teacher Corps and its mission is the trend among universities to request that the administration of Teacher Corps projects be placed in the hands of tenured faculty. Universities can justify that approach, but who can best administer Teacher Corps projects: tenured faculty? Or those who have less vested interest in the established educational world? The latter group started Teacher Corps; they are in the program, and they live with it every day. Placing Teacher Corps projects in the hands of tenured university faculty presupposes that projects will be administered by the most talented and the most competent personnel. The person who has achieved tenure, however, is not necessarily the most qualified person to administer a Teacher Corps project.

Further, the system of tenure as it now operates is being challenged throughout the nation. Those challenges question the nature of a system that provides lifelong positions, a system which removes the right of accountability from those who receive the services—the students—and from those who pay for the services—the taxpayers.

Finally, the tenure system, as it was erected and secured, is a system of preference, of influence, of control, and of autonomy for those who already hold power. In very practical terms, this means that Teacher Corps would lend itself to preserving a system of inequality that protects those already in power and further excludes those who have little power.

The Motivating Ideas Of The Teacher Corps

From its inception, Teacher Corps was based on certain assumptions, observations, documentation, and value positions held by educators and policy makers. Lest we lose those perspectives, let us briefly recall them. First, the program was founded on the implicit proposition that teachers within the existing



public school system—including tenured and long-term teachers—were not the most effective in meeting the new and demanding educational requirements of culturally different children.

A second initial position held that low-income, culturally different children are best taught in an educational atmosphere which takes their life situations into consideration. That educational atmosphere must be in harmony with the children's cultural context. A third position suggested an educational partnership. Parents, administrators, and teachers in local schools and institutions of higher education combined their knowledge base, their competency, and their talents to most effectively develop appropriate educational resources and to help children.

Many other positions guided the development of Teacher Corps, but those three are most significant. They are particularly significant at this time because factual evidence and educational philosophy are frequently compromised in the face of pressures for fiscal restraint and demands from professional organizations. Regardless of political and economic realities, the children whose problems created the need for Teacher Corps continue to be disadvantaged. Compromises are, of course, necessary. They should not be made, however, on the basis of considerations which are removed from sound educational policy.

Culture, Language, and Education

The needs of our children can only be served in a system that honors professional integrity over vested interests. Professional integrity requires that education enable people to fulfill their potential, their talent, and their humanity. Children's and adults' life choices and actions contribute to the development of their own and others' well-being. This demands that our educational system provide children with knowledge, skills, and perspectives that offer them access to resources, decision-making roles, and services to further enhance their own and others' lives.

Full development is possible only when people are accepting of and comfortable with their culture. It is not possible unless they can use culture effectively, unless they can respect it, and unless they can participate in its continuous creation.

Robert Lincoln, the anthropologist, says the concept of culture includes phenomena of at least three different orders. The first is material, the products of industry. Second, Lincoln identifies kinetic phenomena, or overt behavior; since that behavior necessarily involves movement, it is called kinetic. Third, there are psychological phenomena—the knowledge, attitudes, and values shared by the members of a society.

The language of a people is part of their culture—it relates to overt behavior. But language also occupies a unique position in a culture: it is the circulatory system which carries life. Language is integral to a people's vision and concept of themselves; it carries their history, their present, and their future. It is not enough to teach children in their own language. It is also not enough to have Spanish-speaking teachers teach Spanish-speaking children. Culturally and linguistically different children require teachers who know their culture and understand its supports and its limitations. Children must be helped to utilize the strengths of their world in order to become what they are capable of being. Children must be empowered.

Reaffirming The Teacher Corps Commitment

The ultimate goal of bilingualism and biculturalism ought to be a society that acknowledges, fosters, and provides the support necessary for culturally diverse communities to exist. The public schools have traditionally supported cultural homogeneity and have socialized children into that mold. They violate our most fundamental values and deny both children and adults the right to be different. Difference must be accompanied by social, economic, and political rights—not penalties. Teacher Corps must recommit itself; it must utilize its resources to help create a culturally pluralistic society which does not penalize difference. That will require adopting a philosophy of education which moves us toward a society in which individuals—on the basis of ascribed or attained characteristics—are able to form and develop communities which embrace differences of race, age, sex, religion, language, and culture. Teacher Corps has the potential to realize this philosophy of education.

Antonia Pantoja

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Language, Dialects, and Bilingualism: A Triad of Misconceptions

Early Language Learning

By the time they reach school age, most children have mastered the language they speak at home in a systematic and highly effective fashion. The child's language is by that time clearly understandable to most adults or other models who speak the child's language. In a mere five years, children have internalized most of the basic language patterns which are consistently used for oral communication in that speech community. Children use most, if not all, of the sounds that occur in the language; they are able to produce the appropriate linguistic inflections; and they have mastered the basic order in which words normally occur. Similarly, the words that children use have the same basic meaning for them as they have for everyone else in the speech community. By the time children enter the first grade, they have the language ability necessary to follow the teacher's instructions and to function well in the classroom.

This accomplishment so early in life is phenomenal, when one considers all the different sound-word-meaning, and word-order relationships that must be mastered before just one simple utterance can be produced. Yet all children are successful in acquiring language if they have adequate exposure, and no speech, brain, or mental impairments.

While it is still not fully understood how this feat is accomplished, there is much speculation about it; of course, the hypotheses about early language learning have important implications for language development programs in the schools. That applies to all languages; no single language is more difficult than another.

Variations Within Languages: Dialects and Their Worth

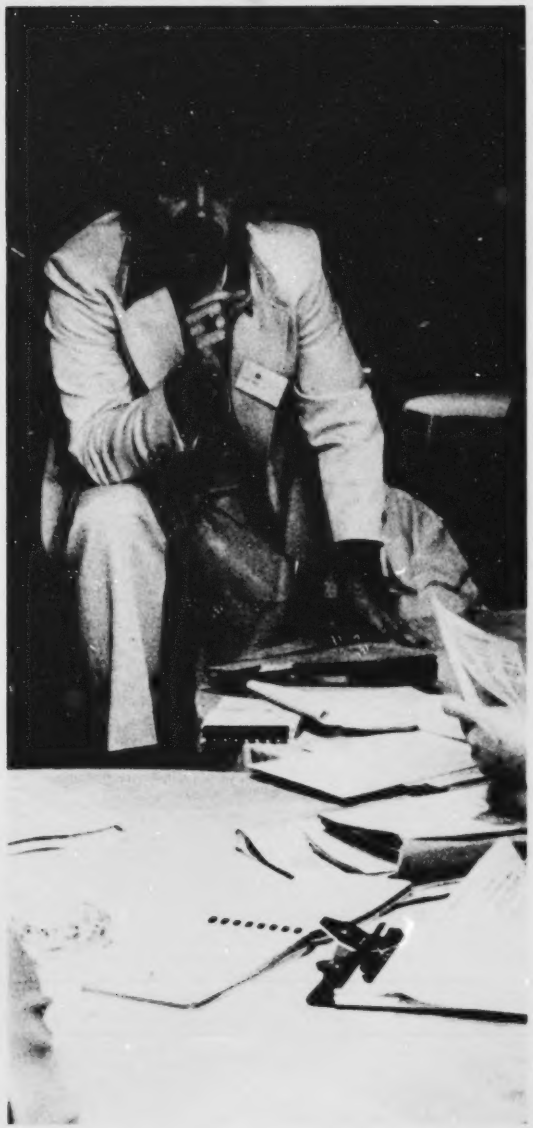
While language is learned from an early age as a system of sounds, words, and meanings, variations occur between speech communities; these result in varied dialects within the same language. Language variations are common; the use of words, pronunciation, and grammar is different, for example, for English-speakers in Boston, Chicago, Atlanta, Houston, Washington, and London. However, those language systems are all English, even though each location has a distinct dialect

The dialect spoken in one time or place is no more correct than that spoken elsewhere. While language differences occur, judgments on the relative value of different varieties of language are made purely on the basis of social, economic, and even political considerations; they have little to do with the inherent quality of the language varieties themselves. Generally, the variety spoken by upper-class, educated speakers becomes recognized as the "standard" language or dialect, and is used as the basis for written language. The varieties of less prestigious speakers become known as "non-standard" language.

Regardless of these factors, the variety of the language that children take to school must be recognized and accepted as a legitimate medium of communication. It is the medium through which they have acquired their knowledge up to that time, and it will continue to be an important element in learning and communication. The teacher's attitude toward children's language must be accepting. He must recognize that it is important for children to acquire a standard dialect and communication skills which allow effective interaction with a larger spectrum of the language community. Since mastery of a standard dialect allows access to socio-economic advantages which may not be available to those who speak a so-called non-standard dialect, teachers must also recognize the importance of the dominant dialect. Acquiring a standard dialect, however, should not eliminate the non-standard language; it should add to it. The ability to communicate effectively in both dialects is a valuable asset; it lets the speaker choose the most effective mode of addressing an audience, based on circumstances and purposes.

Beginning School With A Language Other Than English

Many children in the United States go to school with proficiency in a language other than English. Consider the numbers of Spanish-speakers centered in the Southwest, Midwest, Florida, and the East; consider the French-speakers in the Northeast, and speakers of American Indian languages. There are many other language groups in the United States, and each one points to children who begin their schooling with command of a first language other than English.



Each of our language groups has a valid system of communication; but, in many instances, speakers of other languages speak little, if any, English. The English they have been exposed to has been presented unsystematically; it has not been presented as it has with the English-speaking child. Yet, the Spanish-speaking child is often expected to compete—in English—with children who have been speaking English for at least four years. Even though he does not comprehend the language, he is supposed to understand the concepts which are presented in English, and to be successful from his first day of school. In such a situation, the bilingual approach to education allows for the child's continued conceptual development without interrupting that development while he learns English. It is important to emphasize that the learning of English is an integral part of bilingual education.

Learning A Second Language

Learning English as a second language is not the same as learning it as a first language. For one thing, the child already has a good command of one linguistic system other than English. Second, concepts do not have to be re-learned in their entirety; rather, they are simply re-labelled with the appropriate word in English. Occassionally, the range of meaning of a word in English may have to be re-defined in order to account for cultural differences. Basically, however, concepts, once learned, do not have to be re-learned in a second language. A third consideration is very important: as a child develops control over his native language, many aspects of perception and production become more rigid. The child loses a great deal of the flexibility he previously had to produce sounds which are not in the sound inventory of his home language.

Thus, once a person has learned the language around him, he tends to hear and produce any second language in terms of the sounds and grammar of his first language. Anyone who has ever tried to learn a second language will remember how difficult it was to produce certain new sounds, to correctly append certain endings to verbs, nouns, or adjectives, and to figure out the correct order of words. There is often a tendency to apply the linguistic system of our first language to the one we are learning. This phenomenon is called *"language interference."* While interference does not explain all difficulties in second-language learning, a knowledge of interference patterns can be very useful to the teacher in predicting trouble spots and developing language-learning strategies for the classroom.

Assessing The Child's First Language

Given these factors, it is important to assess the oral language of children in a bilingual education program. First, it is important to recognize that the primary objective in assessing a child's oral language is to characterize the language, *not* to make judgments about its correctness. In order to characterize the speech of a child for the purposes of bilingual education, we must first understand the general features of his first language and compare those features with those of the language to be learned. Since it is obviously not possible to deal with all aspects of Spanish and English here, let us consider a few examples to illustrate this general thesis.

The Vowel Systems Of Spanish And English

A brief look at the vowel systems in Spanish and English will illustrate some of the potential interferences between the two languages. First, if one accepts that there are five vowel phonemes (distinctive sounds) in Spanish, they can be distributed as follows: /i/ as in *cinco*, /e/ as in *este*, /a/ as in *hasta*, /o/ as in *otro*, and /u/ as in *uva*. In English, there are at least eleven vowel phonemes, distributed in the following manner: /iy/ as in *read*, /I/ as in *rid*, /ey/ as in *raid*, /ɛ/ as in *red*, /æ/ as in *rack*, /ɑ/ as in *mud*, /ʌ/ as in *Luke*, /ʊ/ as in *look*, /ow/ as in *road*. In some dialects /ɔ/ as in *caught* is distinguished from /ɑ/ as in *cot*.

There is no overlap in the two vowel systems; no vowel in either language exists in the other. Therefore, a Spanish-speaker learning English would encounter a great deal of difficulty with the English vowel system because of the tendency to produce the sounds of a second language as they would occur in the first language.

A closer look at the sounds, however, reveals that three vowel sounds from Spanish are acceptable as

English sounds. Consider the production of /i/ in *beat* and /i/ in *hijo* /e/ in *este* and /ɛ/ in *bet*, and /u/ in *boot* and /ʊ/ *uva*. These phonemes are similar enough that, if one of each pair is used in place of the other, no loss of meaning or grossly noticable distortion of generally acceptable pronunciation will occur in either language. Unfortunately, those are the only three sounds that can be said to be interchangeable.

Consequently, a Spanish-speaker learning English must learn at least seven or eight new vowel sounds in English; he must also suppress two sounds. The English-speaker learning Spanish must learn at least two new vowel sounds, and suppress seven.

The tendency to perceive and produce sounds in a second language as they occur in the first means the Spanish-speaker learning English can be expected to hear and produce the English sounds in Column II below as the Spanish sounds in Column I:

Thus, both *beat* and *bit* would be produced /bit/, which is acceptable for *beat*, but not for *bit*. Similarly *bet*, *bait*, and *bat* would be pronounced /bɛt/, which is acceptable for *bet* only. Since the vowel sounds in *bit*, *bait*, and *bat* are non-existent in Spanish, there is no reason for the Spanish-speaker to have any experience in producing them. That means he will have difficulty in learning to produce them in English. A similar situation also exists with consonant sounds and with para-language systems such as stress, intonation, and word juncture. Thus, learning a second language presents tremendous interference problems.

Contrastive Word Structure

If we look at how words themselves are structured, we find similar kinds of interferences. For example, the relatively simple task of explaining the formulation of plurals in English acquires added dimension when one considers that the addition of *s* or *es* has no meaning for pronunciation in Spanish. It is natural for Spanish-speakers to add the sound [s] if the noun ends with a vowel in the singular, or [es] if it ends in a consonant in the singular. In English, however, if a noun ends with an unvoiced stop in the singular ([p], [t], [k]) as in *stop, spot, stock*, the plural marker is [s] *(stops, spots, stocks)*. But if the singular noun ends with a voiced sound, its plural will end with a [z] sound, which is also voiced (e.g. girl-girls, wall-walls, boy-boys, bed-beds). However, if the final sound in the singular is a sibilant ([s,z,ʃ,ʒ,ʧ,ʤ]), the plural marker will be an [az] sound.

The native speaker of English automatically applies all of the above rules; he has had several years practice. The Spanish-speaker who is learning English, however, has to learn to produce sounds which contrast with his native language.

Syntax And Interference

In the area of syntax, we find that adjectives generally precede the noun they modify in English. The opposite is true in Spanish. Thus, an utterance such as *"the car red"* from a Spanish-dominant child could indicate a lack of familiarity with that aspect of word order in English. These examples of language interference indicate some of the problems encountered by bilingual education students. A knowledge of potential areas of difficulty, coupled with astute observation of what actually does occur in children's speech, can be extremely helpful to the teacher who is working in such programs.

The Importance Of Oral Language

The attention to pronunciation and sentence structure is necessary because speech occurs long before writing, and because reading and writing are very much dependent upon oral language. In bilingual education, oral language skills must precede the development of reading and writing skills. That approach has several advantages. For example, the visual memory load can be greatly reduced for a child who can orally distinguish between the words *beat* and *bit* before reading them. Second, certain distinctions in meaning are made on the basis of seemingly minor sounds. For example, "mother is washing the child" and "mother is watching the child" are very different in their meaning. Yet, because those two phrases sound alike to the Spanish-speaker, their message will be incorrect if a [ʧ] (ch) is used where a [ʃ] (sh) should occur. Thus, an accent is not the crucial issue; being able to convey a message accurately is paramount.

Furthermore, learning occurs through a combination of direct or vicarious experiences; oral language is followed in school by the addition of another medium—reading—which is itself based on oral language. It is therefore critical that a strong oral language program be in evidence in both languages of instruction. It is important to know how languages function, to be able to determine which is the child's dominant language (and thus a more reliable medium for most instruction), and to know how one language influences the development of the other.

Those skills and knowledge will assure more and better planning for children's educational needs—if for no other reason than that they will enable teachers to take into account the child's strengths as well as his weaknesses. We can thus help children make a reality of the adage, "El saber dos idiomas es ser dos personas" ("To know two languages is to be two people"), and "dos idiomas, dos mundos" ("two languages, two worlds").

Manuel T. Pacheco

Manuel T. Pacheco is the Dean of the School of Education at Texas A&I University at Laredo.

"The Law and Bilingual Education: An Interview"

George Allen: The courts have recently become increasingly interested in education. What is the significance of that development?

Perry Zirkel: First, the courts are beginning to realize the complexity of dealing with educational issues. The plaintiffs in educational cases are also finding that legal issues in education are more complex than they had expected. Courts still are vehicles for positive change within education, but courts are beginning to exercise more caution in dealing with legal problems in education.

Allen: Are the courts more willing to deal with some educational issues than others?

Zirkel: Yes. For example, special education is an area of increased activity right now. There is currently a great deal of legislation and litigation related to special education. That will decrease as funding and programs become available to meet the needs of that audience.

Allen: How do legal developments affect the classroom teacher?

Zirkel: Obviously the teacher on the firing line should become increasingly aware of legal developments. Courts, legislatures, and the citizenry assume that the impact of legal decisions is automatically translated from the courtroom to the classroom. It just doesn't happen. Teachers have many other worries. Administrators have other worries. The impact of legal developments is very indirect.

Additionally, educators should be aware of the law as a tool for positive change; they should be aware of the law's potential and limitations. Educators cannot go it alone; neither can courts and legislatures operate in a vacuum. If each learns more about the other's processes and limitations, we will have a better chance for mutual constructive change.

Allen: What does that mean for an area like bilingual education?

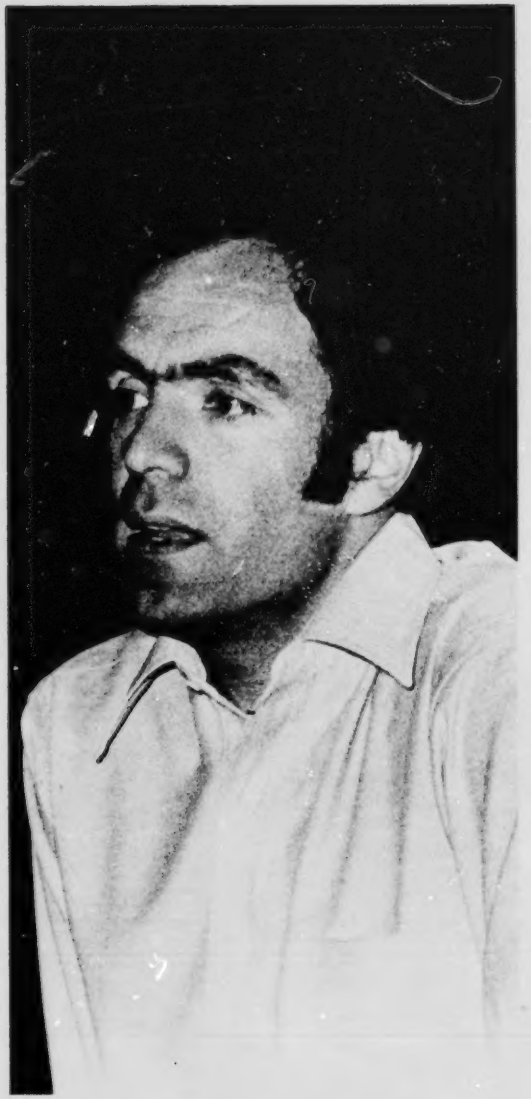
Zirkel: The Supreme Court's ruling on Lau v. Nichols seemed to say that children whose English language skills were limited—but who had strong listening and speaking ability in their native language—should have a right to a bilingual education. The ruling seemed to say that such children deserved a chance to be taught their native language while they were learning English. Educators later realized that the court was really not saying that. Rather, the court was saying that *something* had to be done; school districts had a mandate to provide remediation or an equal opportunity for such children. The courts were not, however, dictating bilingual education as the remedy.

Since that decision, some governmental agencies have attempted to impose a bilingual remedy. More recently, they have taken a second look at the whole situation, since they realize there is no imperative for bilingual education. Teachers, administrators, and board members should become more aware of other alternatives to compliance.

Allen: Are you saying that the legal decisions don't necessarily mandate bilingual education?

Zirkel: I'm saying that there seems to be a forward movement in the courts and in some legislatures which mandates bilingual education. Six state legislatures have mandated bilingual education. But some of the courts and legislatures are taking a second look; they are not backing away from their commitment to bilingual education. I would hope they are trying to approach it with a little more rationality—mixed with an idealistic fervor.

Perry Zirkel is a lawyer, an educator, the Dean of the School of Education at Lehigh University, and the former Director of a bilingual Teacher Corps project in Hartford, Connecticut. George Allen is a journalist based in Washington, D.C.



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7. Educational Leadership

"To be involved in Teacher Corps must mean a commitment to serious problems in education and to serious work on redefining education."

Joseph Cronin

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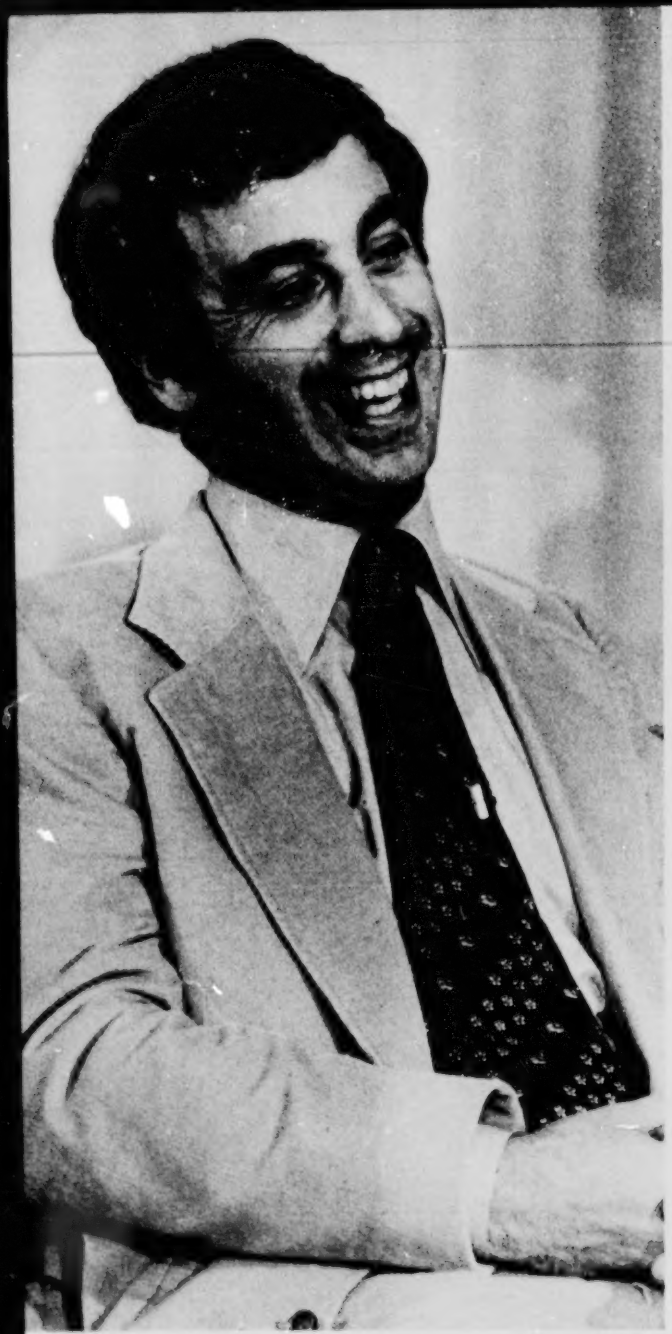

Values and Moral Education: What's it all About?

The Need For Moral Education

There has been a big push in the last three or four years for values and moral education. Why? Events such as the Vietnam War abroad, racial tensions at home, the Watergate trauma, and the economic recession have often forced us to look more closely at our values. The public has begun to raise issues that were previously left dormant.

Amidst this moral self-examination, parents are beginning to suggest that perhaps their skills are not sufficient for the development of their children's values, even though they would like them to be. No one any longer claims that the church or the home is —or should be—solely responsible for the development of values. While the schools are now taking increasing responsibility for value education, the fact is that teachers have been value educators throughout American school history. To suggest that one will not deal with values in classrooms, or that one will be value-neutral in classrooms, is itself a value position. Even if teachers could be value-neutral, existing curricula have a "hidden curriculum" which *is* value-loaded. The question then becomes: "Why should teachers be aware of that 'hidden curriculum'; once they become aware of it, what can they do about it?"

In fact, some of the values that teachers are teaching are not the values that they intend to teach. John Holt's *How Children Fail* talks about the values learned by students in elementary schools. He points out that children develop strategies for reducing the risk of public failure by learning how to avoid looking bad in front of a group or a teacher. For example, if twenty hands respond to a teacher's question and five do not, a child can learn the concept of "probability" as early as first grade. If a child does not raise his hand, there is one in five chances that he will be called on; but if he puts his hand up, there is only one in twenty-one chances. That is a fairly simple illustration, but it happens—and a value is being learned. Children decide that they must lie in order to escape the fear of failure in public. Teachers do not value such strategies; they do not want students to be afraid to answer questions.

What teachers are concerned with is the *content* of value; *what* should be taught, *what* is worth teaching. That puts teachers in a very difficult position because their fear of engaging in the process of indoctrination causes them to concentrate on content. As teachers, we have all feared conflict between community values and our own; as a result, we naively try to remain neutral. Since that is humanly impossible, let us examine a conception of moral and values education which might help to make sense of this complex business of teaching values.

Schools In a Democracy

Our democracy seeks the societal goal of maximizing free choice for each individual. Our historical tradition and laws commit us to the value of diversity and pluralism within a democratic framework. The society is constructed to maximize opportunities for difference and at the same time to provide a means for resolving differences. Schools play a vital socialization role in this democratic quest.

Socialization in a democratic society requires that schools not only help pupils learn about their heritage and to obey laws, but also to value individual and group differences. This is usually done through the study of specific content (e.g. social studies, English, foreign language, art, and music) and by providing pupils with opportunities to make choices (e.g. topics for discussion, papers, and reading selections). But, since time does not permit us to teach all that we think is important, teachers face the difficult task of deciding what *not* to teach. This is an important but unavoidable value decision. It clearly involves value choices, as does the decision of what teaching strategy to use; the choice of strategies is value-laden, since any teaching strategy carries with it a value or moral dimension, as when the teacher chooses to use competition rather than cooperation as a motivating device.

In essence, then, schools, by their very function, are values- and moral-laden institutions; they must transmit the knowledge and skills valued by the society, and they do so in ways which are partially value-determined. As part of those schools, teachers, by their pedagogical choices and their modeling behavior, are of necessity values and moral educators—regardless of their subject matter area. Thus, the question, "Should schools engage in values and

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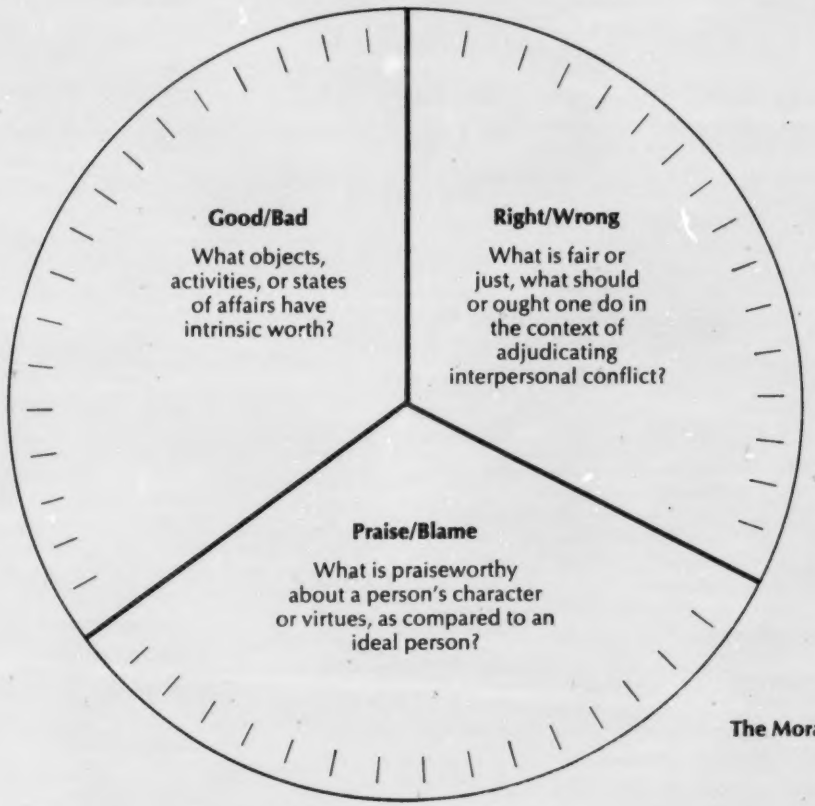
moral education?" is a moot issue. Schools are by necessity institutions of significant values and moral enterprise.

To demonstrate that schools are—and should be—in the business of values and moral education does not, however, solve the teachers' problem. They face the question of how they should function as values and moral educators. Various models of values and moral education have been put forth in answer to this question, yet confusion continues. In large measure confusion exists because the issue is complex and because the myriad of ideas in this area has not been brought together in a coherent way. As a step toward resolving that issue, consider a construct called "The Moralberry Pie", which may help teachers better define their roles as values and moral educators.

The Meaning of Values and Moral Education: or, How to Cut the Moralberry Pie

The construct of moral and values education may be defined by three questions: What is good? What is right? What is a good person? Consider the Moralberry Pie:


Good/Bad
What objects, activities, or states of affairs have intrinsic worth?
Right/Wrong
What is fair or just, what should or ought one do in the context of adjudicating interpersonal conflict?
Praise/Blame
What is praiseworthy about a person's character or virtues, as compared to an ideal person?

The Moralberry Pie

The *total* pie concerns questions to which one must attend if one wishes to do justice to the concepts involved with moral and values education. Each slice of the pie is interrelated, even though one may choose to eat and digest only one piece at a time. But caution must be taken, for moralberries are usually very soupy, like blackberries, and it is often difficult to tell where one piece ends and another begins.

When teachers decide to spend more time teaching reading than other subjects, they are operating in the first piece of pie, addressing the questions, "What is good? What do I value?" Students, too, make these kinds of choices when they consider what they want to read about, write about, sing, color, make, or imitate.

Answering good/bad questions is at times very difficult: we rarely find absolute answers; we value individual choices; and we often wish to please a variety of others in making choices. What are teachers to do if they value a particular content or teaching strategy and know that their students would prefer something else? What is a student to do in the reverse situation?

Values Clarification has become popular as a method of helping persons answer the question of what is good. In general, Values Clarification attempts to provide teachers and students with an opportunity to become sensitive to and aware of values issues as they pervade individuals' lives. Acute awareness is necessary in helping one to determine what one values. But in raising our values consciousness, Values Clarification also creates new values and moral questions. Once one is aware of different degrees of acceptance of a particular value (the use of seat belts, for example) and/or the conflict inherent in values differences, how does one decide which values is the "right" or proper value? Values Clarification provides no criteria for such decision-making; if used exclusively, that method may inadvertently teach students that all values are of equal worth. This philosophy of "value relativity" often results in the adjudication of conflicts through the use of power. The teacher may say, "I'm the teacher, do as I say." Students may use power by telling peers, "I m bigger than you, so do as I say."

The question of how to choose between values is at the heart of Lawrence Kohlberg's moral development theory. Kohlberg's research has shown that a person's conception of what is right and wrong, what is fair, or what is just, is not only determined by what one is *told* is right, but also by one's *level* of moral development. Building on the work of Piaget, Kohlberg finds that moral development parallels cognitive developmental stages. Each higher stage provides an increased capacity to see a values conflict from a broader perspective—more from the other's point of view.

As one is increasingly confronted by the social environment, says Kohlberg, one is constantly faced with moral choices between conflicting values: Should I give up my lunch money to help a friend? Should I steal a bicycle and break a law? Kohlberg suggests that teachers have an important role to play in the stimulation of moral development. Not only should teachers help students raise questions of what is "good," as in Values Clarification, but they should also be responsible for helping children develop an increased capacity to decide between values when they are in conflict with others. Indeed, that is the essence of democracy.

Teachers may aid in values decisions by providing opportunities for students to discuss moral dilemmas in classrooms—not only moral dilemmas which arise from the content of lessons (Was it right for Jimmy in the story to lie to his father to avoid punishment?), but also dilemmas which arise from classroom processes (Is it fair that the girls in Ms. Martin's class always decorate the bulletin board?). Kohlberg's research indicates that students, when coming in contact with higher levels of moral thinking, are facilitated in their own growth. Since each classroom is inhabited by students and teachers at different levels of moral development, class discussion will result in each person being able to be exposed to and express different levels of moral awareness. But Kohlberg's theory is also limited. While emphasizing the second piece of the Moralberry Pie—issues of right and wrong—he neglects or underemphasizes the other two. Hence, teachers who are concerned only with Kohlberg's theories are also doing an injustice to the complexity of moral and values education.

In addition to determining what is good and what is right for students, teachers are constantly making judgments about each of their students. One might hear a teacher at a PTA meeting saying to one parent, "If all my students were like your David I would be so happy." Each teacher has favorite students, at least in the eyes of other children. Each teacher probably also feels less positive toward specific individuals whose looks, manner, and behavior do not conform to that teacher's particular standards or values.

Teachers' notions of what a good person is and how a person should act will also in part determine how they behave toward each child and, more specifically, how they will praise or blame the child. The nature of teaching of course demands such praising and blaming behavior. Such praise or blame has been thought to be highly influential in determining a child's character; strategies of behavior modification or contingency management to change behavior and develop character are most relevant to the third piece of the Moralberry Pie. While it is demonstrably clear that we are all influenced by reward and punishment, the teacher must help determine the criteria for appropriate rewards. Using contingency management to keep children quiet or to help them learn how to cooperate or compete demands that the teacher be able to defend the chosen objectives. That is, what can be said for the value of quiet and cooperation—or competition—in the classroom? Since reinforcement theory is such a powerful tool in shaping behavior, the teacher must have answered questions in the first two pieces of the pie before considering questions of praise and blame. This third piece of moral and values education is thus inextricably linked to the quality of thought given to the remainder of the pie.

What, then, is moral and values education? It is the concern for—and the attention to—the questions raised by all pieces of the pie. It is providing an opportunity for students to engage in activities which help them struggle with the issues raised by the questions in the pie. It is the recognition that all teacher and student interactions have a values and moral dimension. That dimension is implicit in the teaching-learning process.

Some Suggestions for Teachers

What are the implications of these concepts for teachers? First, teachers must recognize their essential role as values and moral educators. This, however, is not the role of the teacher alone. Parents, clergy—all adults—have similar obligations for such education. Students, too, must share the responsibility; we are all in the same ethical boat.

Second, teachers must increase their sensitivity to the value and moral dimensions of their content and teaching strategies. Not only must teachers be aware of their own personal value systems, but they must also be aware of competing value systems as presented by the community from which the children come, in the form of media, peers, and other social constructs. Issues such as sex roles, racism, drugs, drinking, ecology, lying, stealing, work, law, and rights of others are constantly evident: they manifest themselves in different forms throughout the school curriculum and children's lives. Teachers need to learn how to tease such issues out of their hidden places when they are appropriate to the context of particular lessons. They will not be teased out, however, if teachers do not value the examination of such issues in public.

Third, teachers need to learn how to create conditions for risk-taking. Numerous articles, books, and workshops are available for learning how to create these conditions. Our society values these conditions, yet such an environment is extremely difficult to create.

Fourth, teachers must have the support of their peers, administrators, and community before they can seriously confront values and moral issues in classrooms. The public's fear of indoctrination—and the lack of understanding of the issues inherent in the Moralberry Pie—often prevents serious, meaningful examination of moral issues. Teachers rightfully fear the power of the community to impose community values on a school system. The conditions necessary to facilitate trust, risk-taking, and social dialogue among teachers and students in classrooms is also required for community-school interaction. Educators must take the lead in explaining to the community the nature of the school's and parents' role in moral and values education. That moral obligation is before us as educators.

To purposely engage in values and moral education as a teacher is to make our "hidden currimulum" public. It is a risky enterprise. To decide not to engage moral issues is as much a moral and values decision as the decision to take on the challenge. To avoid the latter is to accept chance as our moral teacher.

Richard H. Hersh

Richard H. Hersh is Associate Dean of Teacher Education at the University of Oregon in Eugene, Oregon.

"The motivating idea of our schools never was to separate the need for character-building from learning to read and write and count and interpret. When one only has a legalistic understanding of the separation of church and state, one has no regard for the ethical foundation which is fundamental to learning. The death of ethics is the sabotage of excellence. Where there is no ethical foundation, there will not long be any pursuit of excellence. Our schools must have moral autho.ity, not just military authority—but moral authority and self-discipline in order to foster the further development of our children.".

The Reverend Jesse Jackson

The Quest For Greater Interdependence in the Education of Teachers

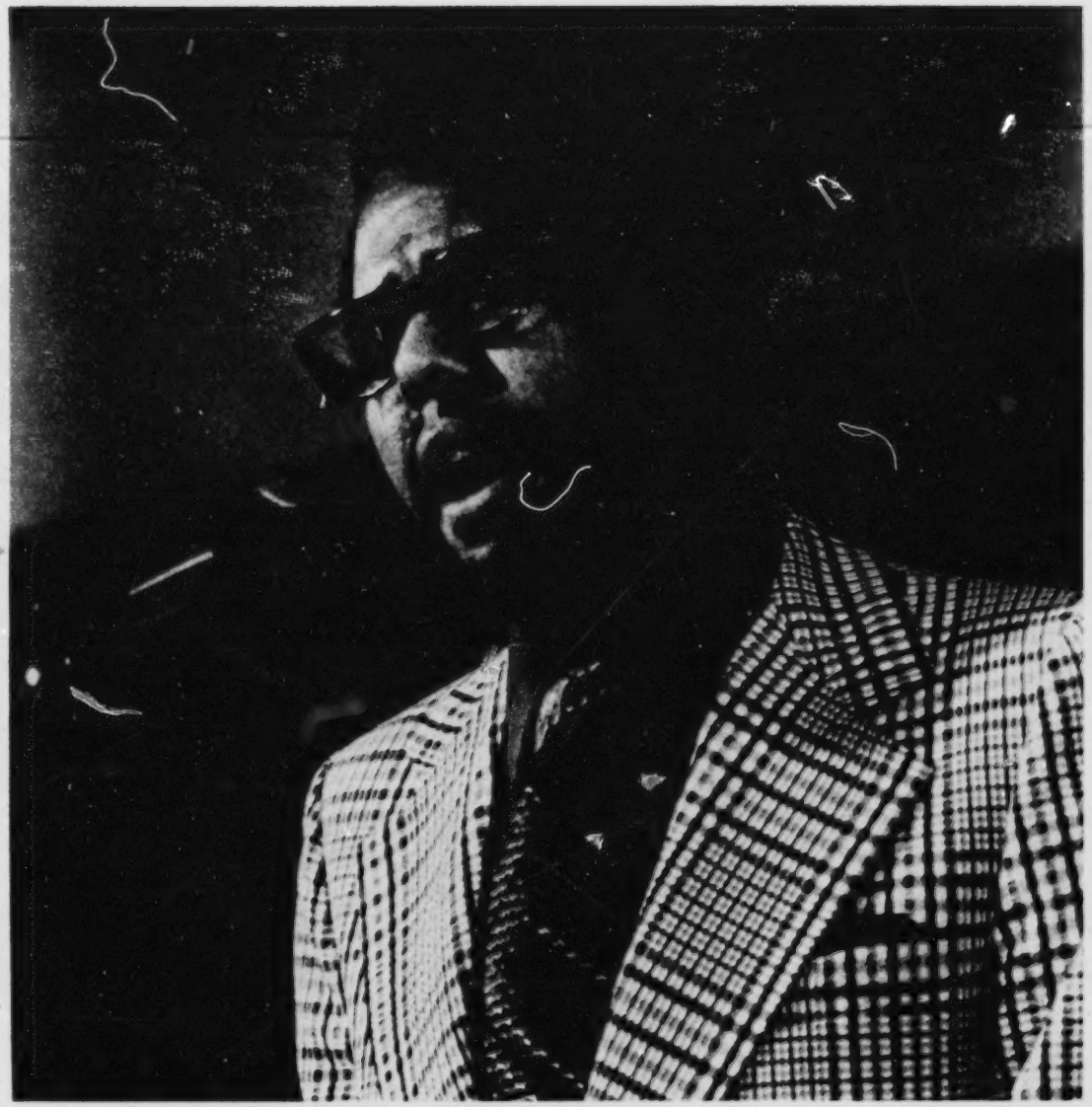
Teacher Corps represents the one effective vanguard currently influencing change in teacher education. But there is a larger teacher education world than Teacher Corps; the universe of teacher education in particular, and higher education in general, is a universe which provokes concern and frustration. There are large numbers of people, especially outside the Teacher Corps sphere, who, because of their own vested interests, firmly resist the revolution in values which is so greatly needed today in teacher education.

The challenges facing teacher education are far more awesome than those faced by any other profession. Educators must prepare individuals to understand a complex world-community in which the rapidity of change is so overwhelming that total bodies of knowledge become obsolete in a lifetime. Our society does not thoroughly understand the mandate which educators face. Educators are not simply preparing others for jobs so that they can become members of a skilled labor pool. Educators are at the core of a struggle: to break the cycle of poverty and powerlessness which afflicts the urban and the rural poor.

Learning Today: The State Of The Art

The challenges in teacher education must be faced by understanding the need for a major revolution in values. As background for understanding what must be done, let us look at some of the aspects of our current educational culture—at the current state of the art. We have been correctly accused of perpetuating the great lie that we aspire to develop the "lifelong learner;" yet, the bulk of today's students seldom develop self-concepts as learners. Since today's students are cast in primarily passive roles, they seldom develop capacities for self-directed learning. The course of instruction is too often determined by the needs of the teacher to profess, rather than by the needs of the learner to learn.

Higher education is described by some as an industry whose vested interest in self-perpetuation has caused it to ignore the basic needs of the learner-consumer. It is institution-centered, rather than learner-centered. For example, students learn early that seeking the approval of others is a condition for



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academic success. The system often places a lesser premium upon personal satisfaction than upon success as defined by others. Very few students have the opportunity to establish their own goals or to evaluate themselves, since evaluation by others is paramount in the credential-gaining process.

As a result, risk-taking and individual initiative are often stifled. The conventional lock-step learning mode has straight-jacketed learning into 50 minute lectures, into 120 semester hours, into four years. Students are required to march together, regardless of their differing abilities. Higher education often takes place only on a physical campus; the only persons qualified to teach are faculty members with specific degrees. Prior learning experience is not important to many educators; it does not matter that a student has previously acquired a skill or competency. If the student did not acquire the skill on campus, it is not certifiable.

Far too many educators still assume that college is a place where the young listen to lectures, take notes, write answers to examinations, and, after four years, "earn" a degree. The inviolable criterion for earning a degree is time. Far too many educators still asume that everything must be taught, rather than learned. Students who have not had a course in a subject have not learned it; rote memory and course content are more important than the *process* of learning. Educators continue to ignore the studies which show that students waste a great deal of time in high school and college: thirty percent of the work in the freshman and sophomore college years duplicates the last two years of high school. In many quarters, work-service opportunities still encounter resistance.

Of all our deficiencies, the major tragedy of higher education is that half of the students who enter college never complete their programs. Many leave our institutions with deflated egos and contempt for the educational process they encountered there.

These depressing trends remind us that despite the competency-based educational values of Teacher Corps, despite its exciting innovations and powerful role as a change agent, despite the Newman report and the several volumes produced by the Carnegie Commission, higher education, with its business-as-usual attitude, is still in deep trouble. It is against this backdrop, then, that we must consider the revolution in values in teacher education.

The Imperatives Of Education Today

There are three broad educational imperatives which command our attention. First, we must develop a true professional class of teachers and teacher educators. Second, we must declare innovations in learning a top priority; we must insist upon attitudes and habits which constantly seek new ways to teach and to learn. Third, we must expand the Teacher Corps emphasis on cooperative planning and execution to the total universe of teacher education. We must involve all groups, persons, and agencies which have a stake in the preparation of teachers and the education of children.

A Professional Class Of Teachers

First, we must develop a professional class of teachers and teacher educators which is bound together by an enforceable code of professional ethics and responsibilities. Our initial concerns must be upgrading the quality of teachers, increasing the attractiveness of teaching as a profession, and eliminating it as a mattress vocation. Teaching can no longer be something for students to fall back on if other employment opportunities are unavailable to them because of their limited abilities. We must establish a mechanism to identify and screen prospective teachers who are uncommitted to education. We must attract sensitive students and teacher aspirants who are devoted to their personal development and who truly wish to teach.

We have under-valued the preparation of teachers. There is a sinister arrogance in academia; there are those in other disciplines who proclaim that teacher education programs are academically flabby. This attitude has often resulted in low budgets and low priorities for teacher preparation. This attitude must be reversed, for no other profession has the profound impact on the character of our society as does education. The influence of teachers is indeed immortal. It helps shape the environments which foster the values and character of our future leadership.

Furthermore, there is no other profession as demanding, and yet as potentially creative, as teaching. The forces which confront a teacher are powerful, complex, and often puzzling. The question of why Johnny can't read is still perplexing. Its answer cannot be pursued by intellectual lightweights, or by a would-be teacher who is simply seeking a job. We need to counter the illusion that entry into teaching is a right available to any person, regardless of his or her fitness for the profession.

Like many other professionals, educators should establish criteria which effectively screen out the unfit. Values, attitudes, skills, and competencies must be subjected to continuing safeguards which enforce professional accountability. The teaching profession is one of the few professions in which performance and accountability are not the primary basis for continued employment. It is one of the few professions that lacks an effective watchdog mechanism which identifies and exits the unfit and the ill-prepared. Surely, as a profession, teaching must rank on a par with others. We cannot accept the notion that working with the child's mind is any less complex or important than the diagnosis and treatment of a physical malady or the preparation of a will. A child's mind is our most precious resource; we cannot approach its development recklessly and casually.

The low priority which the public assigns to education is saddening. That low priority is reflected in the meager resources devoted to our profession. It is shameful that persons involved in such an enormously important endeavor are sometimes forced to the picket line to earn a decent wage. The lack of public enlightenment is also evident when we examine the resources committed to early childhood education. The period of a child's formative development is far more important than all the years he or she will spend in higher education. Many of the resources applied to the expensive and wasteful higher education industry might be better applied to the formative years of a child's development.

An ethical public policy regarding the importance of education, teaching, and learning may have to be brought about by a revolution in values and attitudes. That revolution should, perhaps, begin with the reconstruction of education as a true profession, a profession with values, standards, and an accountable code of fitness and conduct.

The Pursuit Of Innovation And Change

Our second challenge, the pursuit of innovation and change, is at the core of the need to reconstruct our profession. We cannot isolate the preparation of teachers from all the influences and attitudes which dominate higher education. Teachers' styles and attitudes reflect those which influenced their own development. Teachers are not value-free. Those who have developed initiative and self-reliance or who have profited from self-directed learning will inspire the same values in others. Those teachers who, as learners, encountered hostility, frustration, and a generally negative climate may, unwittingly, inflict upon their students the negative results of their own experience.

In the context of the need for a revolution in values, Teacher Corps already reflects significant value departures from those of traditional education. Teacher Corps is concerned with competency-based approaches, citizen participation, and experiental in-service training; however, we are in trouble because these departures are the exception rather than the norm for higher education and the preparation of teachers.

Institutions of higher learning, like individuals, must have qualitative reference points to give them character and purpose; they require values. All professionals might offer a list of desirable values based on their own biases and experiences; let us consider such a list. First, we must assert the value of person-centered learning. Curriculum and other institutional priorities must be guided by the needs and goals of the learner rather than those of the professor. Prospective teachers must be encouraged to understand the difference between personal success as defined by others and personal satisfaction which learners define for themselves.

Second, self-directed learning is the process most likely to assist persons both in developing positive concepts of themselves as learners and in forming habits conducive to lifelong learning.

Third, the individualization of learning programs is critical because individuals differ markedly in learning styles, abilities, previous experience, needs, interests, and future goals. No uniform, rigid, prescribed program can be appropriate for all individuals.

Fourth, experiental education has profound relevance for the preparation of future teachers and teacher educators. The latter group raises some grave and burning concerns. Far too many teacher educators know little about everyday life in the classroom and the social milieu for which they are preparing teachers. Many do not know, understand, or even have contact with, the environments they are preparing their students to encounter.

Further, we must help teachers and teacher educators to recognize that, because learning is personal, it may depend much more on what the student does than on an instructor's lectures. Students often have a far more penetrating and enduring impact upon each other than do their teachers. Peer influence as well as environmental influence to a large degree shape both value formation and learning—often to a larger degree than traditional classroom experience.

Many prospective teachers live in a world of fantasy; their education has not prepared them to cope with the problems they will later encounter. Perhaps more universities should introduce prospective teachers to the world of work, where they can observe master teachers in action long before their normal practice. Early field experiences may help students to understand that real teaching is demanding and complex. Some will discover early that teaching as a career simply is not for them; they will depart without harm to themselves or others.

Cooperative Planning

Cooperative planning is a third broad imperative for the education profession. Citizen participation is not new to Teacher Corps and its constituency. It is however often an unknown and alien phenomenon for much of the rest of the higher education community. Higher education must overcome its anxieties about involving others in planning and evaluation; education must include parents, business leaders, students, personnel from other educational levels, and other private citizens. They all have a stake in the processes and results of education.

If cooperative planning is to work effectively, we must first establish cooperation within the educational establishment itself. Far too many colleges are racked by dissention and competing interest groups. The "we-versus-them" syndrome, status differences, and the generation gap are too frequently used as excuses to keep people from listening and talking to each other about issues they believe are important. Whatever model cooperative planning takes, it is important for the future of education that we increase communication among all levels within the educational community so that it will function as a unit, rather than as separate, independent entities.

A New Hope

These are the challenges of our times. Although there are problems, there is also tremendous hope in new, emerging trends and attitudes. Much of this hope is found in the movement toward a new kind of campus, with emphasis on the total learning environment, learner-centered options, and innovative instructional technology. That movement is developing and utilizing a more comprehensive inventory of resources than has existed in the past. In some instances, the campus of the future is becoming the city, the home, the work site. As a result of these developments, more and more students are being given responsibility for and participation in the design of their own learning.

Since education is in many cases no longer restricted to the classroom, students are becoming increasingly more active in the learning process. They are learning early the value of self-criticism and evaluation. They are given the opportunity to integrate theoretical knowledge with the actual world of experience, and to test one against the other. They are developing lifelong techniques for self-directed learning. More important, however, is the impact of the learner-centered mode upon students' personal values and self-concepts as learners. They are more likely to distinguish between "personal satisfaction," which they define, and "success", which others define for them. In so doing, they are able to grasp the meaning of true personal freedom, which should be the goal of any educational endeavor.

These are only some of the aspects of the emerging new campus. Someday, perhaps, new educational centers will be added to our national educational network. Public libraries, business corporations, and other agencies will become more heavily involved as creative partners in delivering educational services. Learning will be thought of as a continuum, with varied articulation points between high school and college. That development will enable many more students to begin college work before high school graduation. Colleges will be forced to provide self-pacing mechanisms for the individual learner. Time will no longer be the dominant criterion for the baccalaureate degree, and colleges and universities will become true communities where everybody is a teacher and everybody is a learner.

These are hopes and dreams, but they are founded upon the expectation that public demand will require a new kind of humanism in education; that education will be recognized as the most effective vehicle for breaking the cycle of poverty and promoting equal opportunity; that education will become a vital instrument to help ensure that hardships suffered by parents will not handicap their children; that all persons may be able to make or break their futures on the basis of their individual merit, without the anti-humanist handicaps of race, sex, economic, or social conditions.

These are the challenges we face. These are the imperatives of a value revolution which we must spark. We have the capability to land a spaceship on Mars; certainly we are able not only to determine why Johnny cannot read, but also to help him overcome this barrier and to live a productive and meaningful life.

To achieve those goals, we must be prepared to go beyond simply remodeling the chapel. We may be called upon to reform the church. The price we pay for not responding could very well be an epitaph for our schools. We do not know why the dinosaur became extinct. All we know is that something changed, and the dinosaur didn't: we in education now run that risk.

King Cheek

King Cheek is the President of the Union for Experimenting Colleges and Universities.

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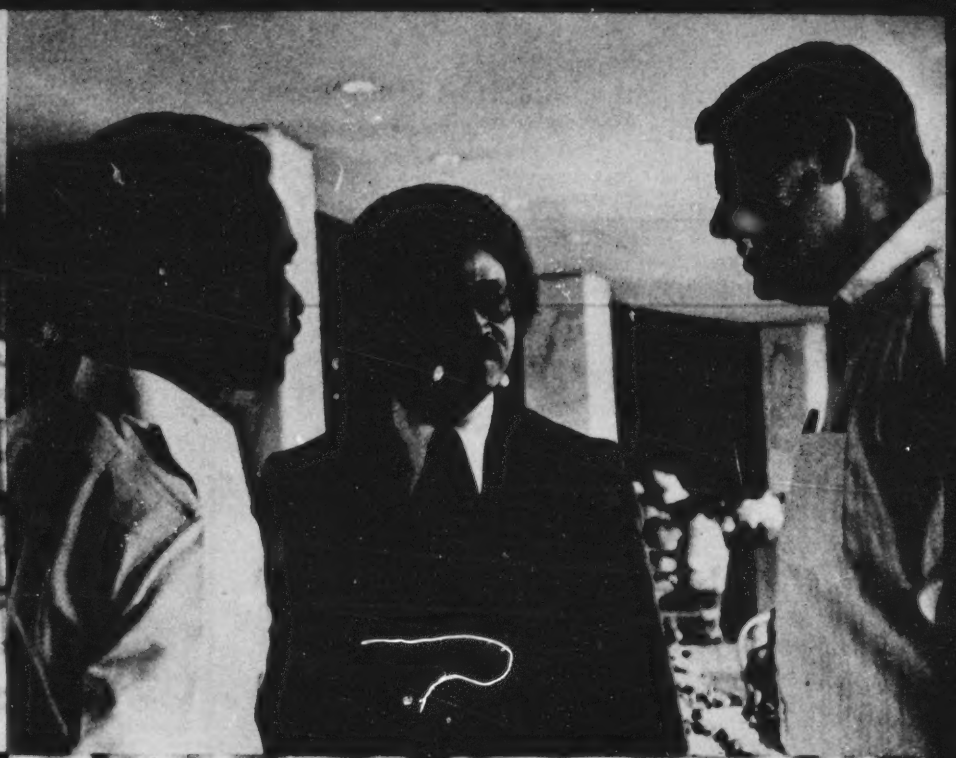

The Arts and Humanities in Education: Pretending You Are Someplace Else

Let us begin by considering why the arts and humanities are good for humanity, how they cure warts and clear up liver ailments and are generally good for your soul. If we are confronted with a problem, it seems to be in our view of schools, institutions, and people in our country and in our time. Our points of view continue to reduce what we call education and fundamental human learning to such a narrow and specific base that it is almost impossible to relate in a human manner.

If we consider only a handful of skills as fundamental to learning and living, and if we are content to deal with people on that level, we have clearly ignored great areas of potential for change, for growth, for hope.

"We Shape Our Own Fates . . ."

One of the exciting ideas that is commonly supported by those in the arts and humanities is that we are makers and shapers of our own lives. We shape our own fates and, to some degree, our environment, our learning, and our responses to other people. We are not the pawns of some kind of mechanistic machine that runs our lives. But many people believe that they have no control over their fate, or their lives, or the children they deal with in the classroom. Many of them are used to so much red tape that it is almost impossible, for them, to get involved in meaningful programs that really turn children on. It is difficult to get excited about getting up in the morning and going to work.

But there is hope. The arts support the fact that children have power over their own lives. That fact and that power are dealt with in very concrete and specific ways. Let me tell you about an arts and humanities exercise which makes the point. Picture a border between two areas of land. Standing on the edge of the border, with his toes right on the edge of his land, with his hands on his hips and looking up at someone about twice his size, a little boy is saying, "You cannot come here. You cannot cross that line. You cannot come on my land. You have treated me unfairly. We made an agreement and you broke it. You can't come here."

On the other side of the line, twice his size, is a massive boy saying, "Well, can't I just cross over a little bit?" He kicks back the rope that marks the border. "Just give me another couple of feet, and I won't bother you again. Just give in a little bit, just a little bit."

The little fellow on the other side of the line absolutely denies him the right to cross that line. "You can't come over here," he says.

The little fellow is a six-year-old. He is confronting an eighteen-year-old, who is, indeed, twice his size. They are engaged in a little dramatic experience that helps the little fellow know that he has possession of a certain territory, but that his possession is guaranteed by law, not by force. He is not standing up to the big boy in the hopes of physically tackling him. He is standing up to him in the name of an agreement that had been made.

I think that illustrates a very specific interest in arts and humanities: the interest in bringing to life a concept of law that gives children the sense of power, of control over their own lives and destinies. That confrontation exercise is an example of introducing children to the notion that they can shape their own lives.

There is a lot of common ground between thinking you have the power to shape your own life and the fact that that shaping gets a bit messy. It is a great deal like play. We often complain when things get messy, but just imagine what it would be like if all the world's creativity had to be kept within specific confines. Creativity simply would not happen. I think that is one reason why people find little hideaways to do their thinking.

Art Is A Fundamental Business

We in Teacher Corps are involved in many ways with very specific planning. We say, "Give me your objectives. Give me your goals. Give me the 39 steps by which you are going to meet your objectives by June." We know, however, that planning is only a small part of the way people actually behave. A great deal of learning goes on through play and through the arts. That is clearly true. It is impossible to say that the arts simply exist on the side, that they are not important. The arts are as fundamental to human learning, as reading, writing, arithmetic, and basic social behavior.

Again, let me give you a specific example. There was once a group of kids who were disruptive in a normal classroom. They were kind of itchy all the time. They could never seem to focus on anything special. It was hard to get their attention. Now, those kids did not know how to play. Play is a skill, and you learn it. Those kids were taken aside by a volunteer for ten sessions. They worked with clay lumps, popsicle sticks, and raw materials of various kinds. They did not learn to play with GI Joe and Barbie. They learned with raw materials that they could shape and form, that they had power over, that they could manipulate.

Their only guidance was given by a volunteer who worked with them and encouraged them to play with the materials. The volunteer gave them some ideas of things to make. Generally, though, she stayed out of it. After ten half-hour sessions, those kids were able to focus more specifically in the regular classroom. They were able to pay attention.

What had happened? A very simple principle had been demonstrated: if you cannot play, if you cannot imagine, if you cannot fantasize to some degree, you are trapped by whatever happens to be happening to you right this second. As soon as someone slams a door, you look in that direction. If someone walks across the front of the room, you look in that direction. If someone coughs, you look at him. You are trapped by your immediate sensory territory.

As children learn to play, they increase their power because they can begin to select where to place their attention. They can travel a short distance into the future. Little kids do not write objectives and goal statements, but they seem to get a great deal of learning done. I have said that art is a fundamental business. It is not something to be financed out of the extra couple of hundred bucks that the PTA raises through its bake sale. It is fundamental.

A Vision Of The Whole

Research shows that art is a kind of cognitive process that we do not reinforce in schools very much. Now, let me describe that process. One way of looking at learning is to say, "If someone is going to learn how to read, for example, then you first give him all the bits and pieces. The sounds, shapes,

letters, and forms. From those, they will put together a word, a concept, a sentence, a phrase."

I do not think that is how learning happens. There is another way to look at it, and I invite you to examine it in your own experience. People learn, not by adding up bits and pieces, but by starting with some kind of vision of the whole: the link between the word and the sound, the gesture and the meaning, the color and the feel; the vision of a person moving through space; the vision of what I want the house to look like. Or, eventually, a vision of what I want the rest of my life to look like!

That is looking at the whole first and the part second. Perhaps you cannot write your vision of the whole in goal statements, but if you do not have some sense of the total vision, what are you working toward? Bits and pieces, after a while, just get to be bits and pieces. What moves people are those universals, those wholes.

I am mentioning this because many people think we live in a time when it is hard to attain some vision of a whole. Everything seems fragmented and broken and tumbling down. But there are people who have that vision. They have ideas about visions, about wholeness, and about how people learn. They have ideas about how to stimulate people to gain control over their own lives. They know the arts are one way to build that sense, because the arts are one way to get a vision of what *I* want to be and what *I* will do with myself.

The shapes and forms, the link between mind, hand, and eye, the sense of wholeness; those are one way that you get along in the world. Think back over your own life—the planning, the writing, the focusing on objectives. Those are important, but living and learning are not just breaking things up. They do not constitute looking around this room, for example, and counting the door handles.

If you closed your eyes right now, without taking another look at this room, you would find you have an impression of the room. You have feelings about it. You have a sense of its shape, its size, its temperature, its texture, its smells, its colors. That has happened already and that is one of the instruments that the arts help make more specific and focused and useful.

That is taking things within, instead of keeping them at arm's length and breaking them apart. We do that in order to find out what they are like, to learn to understand by taking them within, instead of taking them apart. It is not the only way of learning, but it is *another* way of learning. The arts have long reinforced that approach, but such an approach has a hard time making it into many school programs and curricula and into the rest of our lives, too. We learn not only by analysis, but by embracing as well.

Now that I have said all those neat things about embracing and wholeness and vision, I want to reinforce the fact that the arts are very specific skills. They need to be given time, detailed attention, and growth. They do not just happen.

David O'Fallon

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Research Findings on Schools and Departments of Education

The General Study: Knowledge Production And Utilization Activities

This presentation will deal with one sub-set of the data from a general study conducted with the support of the National Institute of Education. The general study was an investigation of knowledge production and knowledge utilization activities in schools, colleges, and departments of education. *Knowledge production activities* encompass research and development. *Knowledge utilization activities* cover functions in the areas of dissemination, diffusion, working with schools in attempting to help them adopt or institutionalize changes, rendering regularized services to schools, and the field relationships and networks maintained by schools of education. For purposes of this report, the terms "schools, colleges, and departments of education" will be referred to by the acronym "SCDE."

The general study involved gathering demographic data on all 1,379 schools, colleges, and departments of education in the country. A sample of 175 of these institutions was then drawn for much more intensive examination. There is comprehensive, packet questionnaire, and phone survey information from 135 of those 175 institutions, or about 77 percent of the institutions that originally agreed to participate in the study.

During the past year the study team visited twenty of those 135 institutions. Between 2,000 and 2,500 faculty members in those 135 institutions also responded individually to a faculty questionnaire. A set of seven secondary-yield studies will include the entire population of 1,379 institutions. The yield studies deal with the productivity of these institutions outside the teaching area, and support a few of the items in the inventory which will be described here. Those studies were accomplished by going to primary sources and tracking the institutions back from the primary output. That means the full sample could be included in the secondary yield studies. For example, the team reviewed educational journals and tracked the authors of articles back to their institutions, whether they were in or outside of schools of education. The study, of course, concentrated on schools of education. The study similarly tracked outside support to institutions. If an institution had a Teacher Corps project, it was tracked back to the institution. The same thing was done with books on education, the NIE portion of the ERIC System, convention presentations, and the placement of professors of education in schools, colleges, and departments of education.

The Inventory Of Contextual Factors Or Conditions

The real purpose of the inventory is to help us understand ourselves better. It includes roughly 120 items that purport to be contextual factors or conditions that exist in a significant number of schools, colleges, and departments of education around the country. Those are factors which affect the way in which individuals in those units behave and the way in which the unit behaves as a *unit*. The assumption is that if we knew and understood those factors, we could plan with them instead of against the grain, as is often the case in institutions.

The Search For The "Typical" Institution

It would be nice to have a typical school, college, or department of education so that we are all talking about the same kind of animal. Without any question, the group of institutions that look most alike, in the largest numbers, among schools of education are the private, baccalaureate departments of education. Among the 1,379 SCDE in this country, 556 are in that cluster. The institutional enrollment in these colleges is from 500 to 1,000. They have about six faculty members in their departments of education. They graduate from 50 to 75 teacher education students a year. They are not characterized by identity with the teacher education community. Four out of five of them are not NCATE-accredited institutions. About half of them do maintain membership in AACTE.

The study team talked with those institutions about their basic institutional missions. With very few exceptions, there is no question that teaching is their institutional mission. Most of them, as a matter-of-fact, specify no interest in knowledge production. They do not set aside time for their faculty members to engage in research and development activities. An equally small number is engaged in any kind of service activity. The latter of those two factors was much more surprising than the first. There was no anticipation that these institutions would be heavily involved in research and development activities, but a significant number of them were expected to be heavily engaged in service activities.

If "typicalness" is defined as the most things that there are in a group, that is the typical school, college, or department of education. The trouble is, the institutions represented by Teacher Corps projcts do not include many of those institutions. So, "the most things in a group" is an unsatisfactory definition of "typicalness". We don't really care what the largest number of institutions look like. We care what we look like. Therefore, in the course of the study, the team switched the definition of "typicalness". The study team said that maybe the typical institution is where the most teachers are trained. That would not be an unreasonable way to define a typical institution.

The most teacher trainees are located in publicly supported institutions that offer master's degrees. There are 247 institutions in that group. They are considerably larger institutions, in terms of their overall enrollment. Their full-time faculty in education is a fairly large unit on the campus. There are 50 to 75 faculty members in these schools. They graduate from 600 to 700 teacher education students per year. They begin to be identified with the teacher education community and 70 percent of them are NCATE-accredited.

By the way, NCATE accreditation is a phenomenon of the public institution. It doesn't make any difference whether a private institution is a baccalaureate-level institution, a master's-level institution, or a doctoral-level institution. The private institutions are much less likely to become involved in voluntary national accreditation. The amount of time we spend agonizing about national voluntary accreditation and the critical mass of NCATE seems to be belied by the fact that the largest block of 400-and-some institutions have never been accredited by NCATE and never intend to be accredited by NCATE. And they get along quite well, in fact.

Master's-level institutions do maintain a predominant teaching mission. Their involvement in education is almost exclusively with pre-service or in-service teacher education. Most of them do, how-

ever, have some expectations for their faculty's participation in research. Research is, however, clearly third among their missions.

Like the first group, there seems to be something wrong with the notion that this second institution is typical in teacher education. Most of us have a different image because we received doctoral degrees at different kinds of institutions—the doctoral focused institutions. There are 113 in that particular group, and they are super-sized institutions, for the most part. They have very large faculties in education, most of them ranging from 100 to 150. They are maintaining large undergraduate teacher education enrollments, although fewer of them are not in the 1,000-plus category that they were in just two years ago. They are very well acculturated to the teacher education community and 90 percent of them are NCATE-accredited. Almost all maintain membership in the national professional associations.

The doctoral-level group displays a marked inversion in terms of mission, especially a set of 23 of those institutions, which are typically defined as research-center institutions in this country. They clearly identify research as their primary mission. Teaching receives the status of a secondary mission only because it encompasses advanced graduate instruction. If teaching were defined as "pre-service undergraduate teaching," it would be third behind service in this group of institutions.

The unfortunate conclusion to be drawn from that summary is that there is not a satisfactory typical school, college, or department of education that we can all comfortably visualize. Instead, we must think about different groups of institutions. There is homogeneity in this community, but the clusters are much smaller than we would like. The clusters described above are too gross; for example, the 113 public doctoral institutions do, in fact, encompass a set of institutions that range from those that spend far and away the bulk of their time on research activities to institutions whose missions look very much like the Master's-level public institutions.

Within the baccalaureate-level group, we find 100 institutions (a significant number), that do have a professional commitment to the training of teachers. A much larger group offers teacher education as a service program for undergraduates. These institutions have teacher education only because they need to recruit high school seniors. Undergraduate teacher education on many of those campuses is akin in significance to the maintenance of an intramural program. They wish they didn't have to offer it, but it is necessary for recruitment purposes.

An Exemplary Walk-Through Of One Inventory Item

The inventory of contextual factors which affect individual and institutional responses to change in SCDE is complex. Walking through one item in the inventory offers insight to the factors which affect responses to change. Additionally, this first item will illustrate several caveats which should be noted. It should also suggest some implications of the study findings which, hopefully, apply to your work in your institutions.

There is first the question of how function areas are used in making faculty promotion and tenure decisions. Here the differences are so gross that we cannot react to the findings without looking at least at broad categories of institutions. For example, the core function for the baccalaureate-level institutions, teaching, is irrelevant to promotion and tenure decisions in some sub-areas for the doctoral institutions. There are any number of instructional programs in most of the doctoral institutions that have no undergraduate teaching component at all. In contrast, the basic area for such decisions in the doctoral institutions, research, is seldom utilized as a basis for promotion and tenure in the baccalaureate-level institutions.

Is this differentiation in the application of contextual factors relevant? For example, is operating a Teacher Corps project relevant to the findings in this domain? There is no question that it is relevant. Consider the characteristics of most Teacher Corps projects and try to fit them into one of the reward systems. Those characteristics fit the general parameters of the reward system for faculty in master's-level institutions. The fit probably becomes less comfortable as one moves toward the upper-echelon of those doctoral-level institutions, with their emphasis on research and scholarly productivity. This is not to argue on an *a priori* basis that either a subset of

institutions or Teacher Corps would change their contextual characteristics. Rather, it suggests that a grasp of the contextual factors which influence both the school of education and Teacher Corps allows one to take the relevant discrepancies into account in institutional negotiations. This point also raises a first caveat for the inventory: all items in the inventory are not equally important within all types of institutions.

There is also a second caveat: finishing the inventory's 120-plus items may cause one to throw his hands up in the air and say, "Well, you just can't get there from here. There are just too many constraints in this environment to do what I would like to do." One might arrive, as a matter-of-fact, at Olson's conclusion, "The university can't train teachers."

That is nonsense. In the first place, if any other educational agency had been the study target, local education agencies, or state education agencies, or proprietary research and developmental agencies, or NIE, or the Office of Education, or Teacher Corps itself, an equally cogent set of contextual factors and conditions would be found to influence individual and institutional behavior in those settings. There is substantial evidence that individual schools of education operating with these factors and constraints are not only able to operate high-quality teacher education programs, but are also able to perform in an outstanding fashion in various knowledge development and knowledge utilization activities and programs.

This particular inventory, then, must be placed in the context in which the study was conducted. The study did not look at contextual factors and conditions that determine individual and institutional behavior in local education agencies. Someone ought to do that, as a matter-of-fact. These kinds of studies are unique in the sense that contextual factors and conditions are different from agency to agency. They are not unique, however, in the fact that they exist in one agency and do not exist in another; they do exist in all agencies.

A third caveat: Not only does the validity of the factor or condition vary across institutional sites, but the impact of the factor also varies. That is, both positive and negative factors vary, depending upon the behavior under consideration. For example, consider SCDE which are emphasizing research missions typically supported by a national reference group. That emphasis is found in almost all the research center institutions. Thus, if one happens to be thinking of utilizing star performers in those research center settings to modify introductory curricula for teacher education students, the net factor is going to impede the involvement of those professors in the task. There just is not any question about it. The professors will have a low interest in that task. They are going to resist participation, and they will resist successfully. Suppose, instead, that the concern was not the modification of the introductory program in teacher education, but to respond effectively to the recent field-initiated studies program announced by the National Institute of Education. This factor then simply facilitates the change. That is exactly what those people want to do anyway. Very little is required to organize that sub-segment of the faculty to be extremely active in responding to that particular program. If the institution has relatively few such individuals and is interested in responding to the field-initiated studies program, there are some problems ahead. It would be difficult to entice people whose natural inclinations are in another direction to become enthusiastic about developing proposals to submit to the field-initiated studies program of NIE.

Those kinds of conclusions are what the inventory is about. It is intended to help obtain a better fix on who we are, where we are, and what factors affect the myriad of things we want to get accomplished in schools of education.

SCDE Reward Systems

Let us now highlight some inventory sections and some of the items in those sections. The items come in clusters. For example, several items listed under rewards to faculty members form a cluster, since each addresses an old familiar problem. That problem is the fact that different activities have different effects on rewards for faculty, even when formally-stated promotion and tenure criteria say that this is not so.

For example, faculty who are engaged in function areas which are traditionally of high status in the institution of higher education, that is research or scholarly publication, are inevitably rewarded by the institution. Faculty engaged productively in emergent function areas and/or traditional areas of low status, undergraduate teaching and service, are commended for their participation in these activities. Promotion and tenure criteria are applied differentially, however, so that workmanlike performance in traditional high status areas is sufficient. A researcher does not have to be brilliant to be rewarded for consistent production. But super performance is required in emergent or low status areas.

Other items deal with the issue of the relationship of the school of education to its institutional environment as it attempts to operate its reward system. Two items related to the reward system illustrate that point. Wherever evidence was gathered, whether from faculty members or actual examination of the promotion and tenure process, schools of education are screening their younger faculty for reappointment, promotion, and tenure much more closely than was the case when their senior faculty colleagues were considered. The criteria are not being changed; they are exactly the same. But the pallication of the criteria is markedly different over the last four to five years.

A university-level emphasis on research and developed productivity disadvantages the school of education. The school of education is obliged to attend to a series of missions beyond teaching that involve faculty in-service development—field-based activities which necessarily constrain research and development activity options. The expectation that the school of education can function in the research and development arena in the same way that graduate departments within arts and sciences units can is the point of great harassment in schools of education across the country. It is simply not true. There are other functions that they must serve, and those functions take time. Time is of the essence in determining what a department or a professional school can do.

Whatever criterion of faculty productivity is emphasized in a multi-purpose institution, certain aca-

demic units are going to flourish while others struggle. If service is a major reward area within an institution of higher education, a college of agriculture will flourish in that institution. They almost have to consciously avoid being well above-average in the service area. The same is true when research and development productivity is emphasized and there is an advanced graduate chemistry or physics department. The very structure of the field provides outlets for publications in reference journals that are uncharacteristic of many other departments in the colleges of arts and sciences and in professional schools such as the school of education.

Reward Systems And The Deployment And Utilization Of Faculty

What kind of effect might this have on running outside funded projects? One of the problems, of course, is in the deployment and utilization of faculty. For example, newer faculty are most vulnerable to manipulation in assignment. They are the least secure. On the other hand, the reward system in the institution of higher education is least responsive to new thrusts, since new thrusts almost always are in non-research and development areas. They tend to be in knowledge utilization areas or to involve changes in innovative instructional programs. The risk involved in using major blocks of a new faculty member's time on these activities is very high for the new faculty member and, of course, for the dean.

One of the frustrations faced by deans in those units with 50 to 75 faculty members or, even worse, where there are 100 to 150, is begun with a long and fruitful conversation with a super-ordinate administrator who is talking about a new institutional mission. Six months later the dean returns and says, "You know, I did think that was an important mission. But we really don't have any faculty who we can deploy or utilize in the pursuit of that mission." His response is, "You gotta be crazy, fella. You've been overstaffed for years over there. You've got 150 people. You're telling me you can't shake 15 of them loose to begin work with this program?"

One of the reasons the dean can not do that is because he must be careful in the use of new faculty who have to be nurtured along in the reward system. Meanwhile, there are some star performers on the faculty. They represent the skills frequently needed to succeed in new thrusts, but they are overcommitted or they would not have been star performers in the first place. They are highly idiographic in their behavior; they are self-actualizers within the organization. It takes them a very short time to turn off the dean when he asks them to participate in such an activity. They are oriented to national reference groups, and they must limit the amount of time that they can spend on activities which are not responsive to national reference groups. They are also well-established in conventional productive outlets for their energies, or they would not have been stars to begin with. Stars are not typically defined as individuals who perform outside conventional areas; they tend to be identified by activities in the research and development arena.

Now, there is also a set of underemployed faculty at the institution. The dean can identify them. Their colleagues can identify them. They would seem to have time to devote to the new thrusts. Unfortunately, they are underemployed because they are unproductive. They did not start out underemployed; they become underemployed. This is a status that one *attains*, the same as one *attains* star status. The investment of time and energy required to raise them to a level of proficiency in a new area is usually disproportionate to their productivity in the area.

There is also another group, a crew of locally-oriented regulars, who carry more than their share of the regular burden. They are competent individuals. They may not be defined as stars, but they simply do a good job in the line functions within the school, college, or department of education. The difficulty there, of course, is that they are overemployed. They have been called upon too often in the past and are overcommitted to regular line functions. The frustrating thing about that is that if one of them is moved from one of the regular line functions into the new area, he must be replaced in the line function. The sum total of the switch results in the same faculty deficit with which the institution began.

Add to that staffing problem the fact that most new thrusts have specializations attached to them. A new thrust is not just a new thrust; it typically requires the involvement of someone who knows something about special education. There w[illegible]n't 150 people who knew something about spec[illegible] education on the staff of 150 to begin with. There might have been a dozen. By the time all this sorting out is finished, the fact is that the staff that looked like a staff of 150 provides six or seven reasonable options of people to whom the dean might turn to engage in the new thrust.

There is another clear problem in this area. Faculty survival and success in institutions of higher education typically is not determined solely by responsiveness to nomothetic demands, that is, demands which emphasize the achievement of institutional goals. There are many ways in which the faculty can become successful without responding to institutionally-based new thrusts. This also limits the process of deployment or utilization of faculty. As a matter-of-fact, the whole notion of deploying or utilizing faculty does not fit the organizational norms or culture of an institution of higher education.

Organizational And Cultural Characteristics

One of the clusters under "Organizational and Cultural Characteristics" illustrates that point. Consider an institution which is primarily typified as idiographic in its nature. The primary thrust of the organization revolves around the self-actualization of the professor as a professor, not around a set of institutional or organizational goals. Institutions of higher education do not have the prudential checks and balances for individual performers which are characteristic of many other bureaucracies.

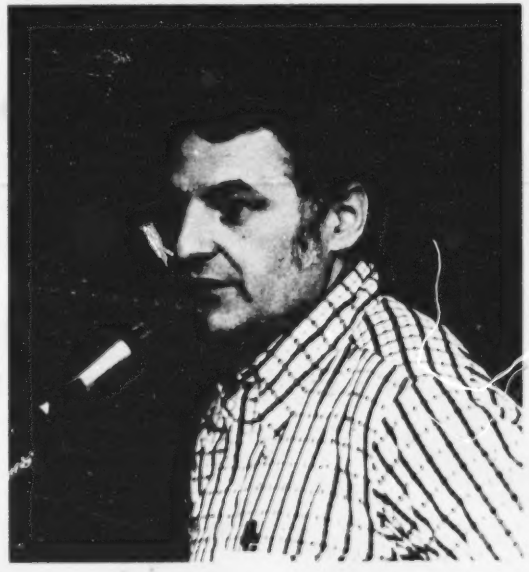
Administrators, even college and university presidents (as well as faculty members), can succeed in enhancing their professional status on a national basis while failing to contribute proportionately to institutional goals. They can even become stars while leading an institution in a direction that is clearly dysfunctional for that particular institution. A college or university president in this country can literally destroy a local unit and come out of that experience with higher status among his national reference groups than he began with—as long as the activities he emphasizes and the objectives he seeks have high status in the national community. That is difficult to do in a lot of other bureaucratic settings. If one goes bankrupt in business, for example, most people think that is bad and probably indicates a lack of effectiveness. At the faculty level, that is certainly true. The faculty members who contribute the most locally are not necessarily the individuals who have established themselves most solidly in terms of their national reputations.

Negotiated Normalcy And Loosely-Coupled Units

Another cluster in the inventory relates to the fact that institutions of higher education live within a state of negotiated normalcy—a kind of gentleman's agreement among the units on campus concerning what is fair and proper in competing for budget and staff or establishing or deleting programs. This seems well understood on the campuses among both administrators and faculty, although it is not recorded anywhere. It protects units against massive discrepancies in the system, but it also limits many moves that might lead to significant changes. For example, if one undergraduate program begins to get significantly out of phase with most undergraduate programs in terms of its quality on a single campus, it is going to be brought back into line. It is not possible, for example, for a major school of education program to have a superb undergraduate training program which makes the arts and sciences program at the undergraduate level look inadequate, or uninteresting, or unattentive to the interests of undergraduates. This condition of normalcy is understood by the persons who are preparing budgets and requesting funds from the central administration.

Combined with this is a phenomenon whose description is borrowed from a recent article in *The Administrative Science Quarterly*. That is the notion of loosely-coupled units. The effort of the loosely-coupled units on higher education campuses is peculiar in that it allows one to let units rot away without the whole being affected. The failure of a single unit seldom affects the other units on a university campus. There are exceptions to that (one will be mentioned shortly in the teacher education area). Think, though, about your own school or college of education. If, for example, the Department of Adult Education within that school of education is an abomination, it can be isolated. It does not cause the school of education to rot, because other departments are not dependent upon the Department of Adult Education. It can be closeted off so it does not infect the rest of the institution. The success or failure of one department does not necessarily determine the success or failure of another.

Schools of education are impacted upon in a peculiar way by these two phenomena because the professional training program is inextricably tied to the college of arts and sciences undergraduate program. That leads to less autonomy. It is an example of a unit that is more tightly coupled than most professional training programs on campus. That grows out of the fact that there is a connection between arts and sciences and teacher education, but that connection does not fit other professional training programs at all.



Teacher educators have viewed teacher education as an all-university function for a considerable time. They have done that because the relationship of teacher education to the undergraduate program is different from any other professional area. Simultaneously, the school of education is generally a below-average unit in IHE prestige and status. That becomes a problem because of the negotiated normalcy that occurs on most campuses. It provides a weaker bargaining hand in establishing the negotiated state of normalcy within the institution. That is not good. Who wants to go into a negotiation situation holding a little less than the others?

Faculty Training

There are also a couple of faculty training items which should be emphasized. Note that beginning professors are just professors. They walk in one day as an assistant professor and that is it. They were a graduate student the day before, but they are a professor their first day on the job. The notion that they need patterns of supervision or personnel development unique to beginners because they hardly know how to do anything is out of phase with institutions of higher education. If they do not know how to write, everyone pretends that they do. If they do not know how to teach, everyone looks in the other direction. They are embarrassed by the fact that on the first day they are not performing as they will at the end of their fifteenth year. That is a difficult problem for faculty relationships and the utilization and deployment of faculty.

The local education agencies are far ahead of schools of education in the provision of at least minimal in-service or retraining opportunities for faculty. The consequences of that are becoming a little sharper now. Just to make it worse, suppose the dean suddenly discovers there are seventeen faculty members in secondary education and three in special education and the enrollment has dropped off 82 percent in secondary education and increased 82 percent in special education. The emergence of surplus professorial staff in one specialization, while shortages exist in another area within the same school of education, causes one to wish for some retraining opportunities. With those opportunities available, the faculty members could have the opportunity to switch to the surplus area.

Socialization To Knowledge Production And Utilization Activities

Another set of inventory items deals with factors associated with socialization to knowledge production and utilization activities. The first of those items is a problem. Doctoral-level training programs are operating where there is relatively little emphasis placed on research training. The graduates of some of those institutions do assume positions in schools of education where research and development productivity is required, and they really have not had any pre-employment socialization to those activities. That is a tough deficit for the receiving institution to offset.

Next, it does seem that institutions get a much higher payoff in their socialization programs in the teaching and service areas than they do in the research area. That may come from the pre-employment socialization of the individual. At any rate, in institutions where there is some balance among the activities to be pursued, the payoff seems lower in the research area than it is in the teaching or knowledge utilization areas. It may be the nature of the activity itself—there is something about becoming involved in field activities that, once an individual has experience, the days fall into place. They have to be at certain places at certain times, and the schedule works itself out. Except in the occasional instance of funded research projects, there is a regularized problem of gearing oneself up each day to get back into writing and research activities.

The Institutional Mission

Even within predominantly idiographic organizations, institutions have missions. The study team spent a lot of time examining school of education missions. First in that cluster, there was a set of general comments or characteristics about school of education missions. Beyond the shared mission of producing teachers, a large number of schools of education look like institutions in search of a mission that will somehow distinguish their efforts from other institutions of higher education. The study

concluded that institutions have mission weights. There are mission-heavy institutions, in which uniqueness is associated with, for example, religious affiliation or geographic location such as placement in an urban center where it is extremely difficult to resist a hallmark relating to that area.

Other institutions have some traditional mission emphases which are defined by broad reference groups. That cluster includes national research center institutions. Their involvement in research and development has grown over a very long period of time, and it would be difficult to envision a marked change in their mission. They are modifying their missions within a hallmark that is already identified. That does not mean that their mission or their substance of emphasis might not change from time to time, but it is a modification within a category that has already been defined. The state university land-grant college group, for example, has a sort of a traditional mission.

The largest group is mission-light, in the sense that not one of a number of mission orientations would be equally reasonable for them to pursue. It is interesting that many of the mission-light institutions are restricted in their mission by other institutions within the same region which have already-established missions. The secondary institution cannot compete in that arena. A large state university, for example, often dominates a whole cluster of institutions surrounding it. It, for example, stays out of certain service and field-based missions, or in-service education, or even research and development activity because of the presence of that state university and its mission.

The next cluster of items deals with the question of how precisely missions ought to be stated. Oddly enough, the study found a number of instances of school of education missions that are obviously too precise to be tolerated by the school of education faculty. A faculty whose interests and skills are not congruent with the special mission develops strong feelings of alienation toward the organization. Missions tend not to last for long periods of time. A sharply-defined mission means that the faculty and the dean find it difficult to respond to new program thrusts which are typically initiated by new super-ordinate administrators within the institution of higher education. Where there is a highly-specific mission statement, and one, two, or perhaps even three turnovers of super-ordinate administrators since the original explication of that mission, there is alienation between the school of education and the new set of super-ordinate administrators.

There is also frequently isolation from neighboring schools, school systems, or communities when their special interests are not well served by the specific mission. There is an interesting example of an urban institution that felt it just could not spread its resources out and needed to concentrate on the core-city schools within its setting. There resulted remarkable alienation, first, by suburban schools in the area, which suddenly felt disenfranchised from the school of education. Second, other schools within the city system repeatedly said, "That school is not interested in our problems." The reaction of the schools was out of proportion to the actual willingness of that school of education to invest itself in other settings, but the mission had become too precise, and it had to be redefined.

On the other hand, loosely-defined missions may be interpreted by super-ordinate administrators, or external groups, as characteristic of SCDE that are undistinguished or opportunistic. Faculty reactions are more likely to attribute that to the ineptness of the administration in bringing the faculty together behind a mission.

There are also mission mismatches in an interesting number of institutions. Mismatch in those institutions seems evident to an external observer. For example, mismatch occurs when an IHE's mission is congruent not with faculty strengths, but in an area where the faculty has been relatively unproductive over long periods. Another example of mismatch is when the constituency is disinterested in the institutions' mission. Still others are when the base of physical support does not exist to support the mission, or where the general IHE environment does not support the particular mission.

Mission overreach is another problem. The sharpest example of this in recent years comes from the urban-based schools of education, which have been pressed to solve urban communities' educational problems with a handful of staff members who were hired to teach classes to undergraduate and graduate students. There is a bitter resentment over that on the part of many urban schools, so they charge the school of education with disinterest in their activities and problems. Of course, that then causes the school to try to redouble its already inadequate efforts. That means they are trying to raise their impact in the city from two percent to four percent.

As groups, schools of education seem to give little attention to the trade-offs involved in assuming new or expanded missions. New missions typically will be talked about by faculty members as good things to do. They say, "It's an opportunity we shouldn't pass up." However, the opportunity costs are rarely or incompletely considered.

Administration In Schools Of Education

The inventory's next two clusters deal with two aspects of administration in schools of education. The first cluster involves the new dean. The first item in that cluster is almost unbelievable, it is so cynical. At any rate, in the site visits at institutions where deans had been appointed within twelve months, or where institutions were in the process of appointing a dean, perfectly reasonable human beings talked about the kinds of things that were going to happen when the new dean was appointed. And they talked with a straight face! With little in the way of new support, they attributed to the dean the ability to overcome long-standing constraints in the institutional environment which had survived many past deans. How can a new dean help but fall short of such expectations? And yet, there were no exceptions. Nowhere was a new dean moving into a school of education where all of the persons involved did not describe the sorts of things that were going to change—with no other movement toward that change being made than the appointment of the new dean. They were not getting any more faculty, money, or facilities. They were just changing the chief administrator of the school of education. It is true that new deans, or chairpersons, and new missions go together. The dean or the chairperson typically brings a substantive interest or process specialization to the new role, and this tends to be

translated into some kind of new or reinforced mission. But all the expected changes simply cannot happen.

The study team also visited schools and talked with a number of people who were at different stages in the appointment of new deans, and it seems that there are some clear phases in that process. It might be helpful to point out some of those phases. At the pre-employment phase, the emphasis is placed on selecting a dean or chairperson who is compatible with a particular vested interest. All the energy is spent on that. Immediately after the individual is appointed–before he has actually reported for his assignment–all of that initial energy is set aside, regardless of who was being advocated. All the efforts are then made to co-opt the interest and support of the administrator to the vested interest, whether or not it fits his past experience or the expectation that the individual would be interested in that area. Then, in the final phase, the special interests are restructured again in appropriate offensive or defensive postures. That is, if the faculty members were successful in either phase one or phase two or both, the posture becomes much more an offensive posture. If the faculty was unsuccessful, it is a matter of setting up temporary defenses against the dean.

Tenure

The inventory also deals with tenure, or time on the job. A good many school of education administrators–and this is true of institution of higher education administrators as well–are planning for the future in a time frame that corresponds with the tenure they anticipate in their current assignment. And, of course, that time frame is insufficient to deal with many of the core problems confronted by the school of education. It often creates conflicts between the faculty and the administrator, because the administrator does not verbalize this planning frame. He frequently does not even realize that he has set a three-year target and is pushing long-range problems aside and concentrating on those that can be dealt with during his limited tenure. Or, he may be engaged in long-range planning with his faculty at the same time he is short-range planning all the activities he has in mind for the school.

External Pressures For Change

There are also external pressures for change. Despite the fact that there is a great deal of conversation about the relative insularity of schools of education, they seem to be quite vulnerable to external pressures for change. They are obviously vulnerable to certification mandates for specific courses or program changes. They have had a historic commitment to service activities with schools, and have often been criticized as too responsive. This can be traced back to the emergence of the School Study Councils immediately after World War Two. Its more recent emphasis is on substantively based Requests for Proposals let by the Office of Education and NIE. Institutions have been extremely responsive to substantive changes in public and private funding. Most of the larger schools with extensive field involvements have endeavored to respond to local educational and social problems. Schools located in areas where social problems like bilingual education, urban education, and multicultural education need to be addressed have appropriate problems in those areas.

Many of the external thrusts brought to bear on schools, especially those funded by change agencies, have been short-term, uncoordinated change efforts, and have been thought of as light-impact thrusts. They somehow do not seem to get to the core of the school of education's operation. It is not that the school responds ineffectively to them; they just do not seem to penetrate to the core concern of the school.

We do not really know what the effect of those light-impacts may be when they are taken cumulatively. Those impacts are occurring all the time, and their impact may be substantial over time, but they are hard to assess on a project-by-project basis. It is premature, however, to say that there has not been any effect simply because programs that were generated by light-impact thrusts are not immediately institutionalized when the money is withdrawn. That would probably be a reasonable thing to say if there were only one light-impact thrust, but the fact is that in most of the larger schools of education there will be ten or twelve such programs operating simultaneously. Schools of education that are confident of their own status and prestige are less vulnerable to external change impacts and more confident in initiating self-induced changes of magnitude.

Internal Responses To Budgetary And Enrollment Crises

The next set of items deals with internal responses to budgetary and enrollment crises bearing on schools of education. The overwhelming response to declining budgets and SCDE enrollments has been across-the-board cuts designed to save harmless individual faculty jobs, departments, programs, and centers. There are almost no exceptions to this response. The net long-range effect of this strategy, it seems, may be the inverse of what was once termed an institution's "margin of excellence." It may turn out to be a kind of "margin of mediocrity" for most institutions. There has been very little in the way of targeted responses to declining budgets or enrollments. No one ever seems to say, "We aren't going to offer that program any longer," and then drops it. That just does not happen.

The study also looked at problem-avoidance behaviors. The team found some old standard problem-avoidance behaviors. When an institution is faced with problems that demand some kind of action and it does not have any action to mount, there are ritualized non-solutions that will buy time.

Local Mythologies

The study found assertions of changes that were accomplished or contemplated. These were incongruent with the available evidence that any change had taken place. The conclusion was that the word had replaced the action so completely that the institution had created a kind of new local mythology. There were many interesting local mythologies—items which were believed and acted upon locally, but which were not true. The most interesting one was a kind of general mythology. The data on enrollment and teacher placement has not been analyzed for all the institutions, but the team visited twenty institutions which were very diverse, ranging from one full-time faculty member in a department of education to a couple of the high prestige research and development institutions. Every institution visited said that its placement record for teacher education graduates was not only currently excellent, but that it was as good as it had ever been at that institution. They had experienced no decline—somebody else had. The team did not just accidentally stumble into twenty institutions that had no problem in teacher placement. But, as far as the local campus was concerned, this was not just something to say to the team; it was also what they were saying to each other on that campus. That is a mythology.

The mythologies are of two types. Some are debilitating mythologies, in the sense that they defer action on items which require action. Or they excuse behaviors that probably should not be excused. But there are also esprit de corps mythologies. The teacher placement mythology is partially an esprit de corps mythology. This type of mythology was especially evident in what were defined as high research-productive institutions. One of those institutions said that everyone on that campus in education was involved in research or scholarly productivity. As a matter-of-fact, they could not be, or they would not be there; it was an up and out system. The team learned that about a quarter of the faculty was involved in research or scholarship. The other three-quarters, when interviewed, said, "Well, I'm not, but I am an exception." The degree of guilt involved in that self-perception must be incredible.

In the area of self-perceptions and guilt, the study team asked the faculties at the baccalaureate-level institutions about activities in which they were currently engaged and activities they planned to become engaged in in the immediate future. About five percent of that group, with no institutional mission in the research area, indicated that they were in some way involved in research and writing activities at the time. Roughly 80 percent said they would shortly become involved in such activities. That has to be a burden of guilt that people are carrying and it is absurd. They are not going to become involved in those activities. The institutional environment is not there to support it. It is just silly for us to have created a set of expectations for professors of education that would cause adult human beings to live with that kind of guilt throughout a professional career. That is a moral problem and a psychological problem for faculty members.

Images Of Schools Of Education

The study data next deals with images of schools of education—how they are perceived by others. Individual departments which are high producers in research and development project strong external images. Undergraduate pre-service education reflects dimly to external audiences. It is hardly an image at all. Qualitative rankings of schools of education nationally are based solely on such activities as research, scholarly productivity, and advanced graduate study programs.

In the larger institutions the image held by superordinate administrators of schools of education was an admixture of their image of the dean; the status of a handful of visible school of education faculty; the ability of the school to attract grant and contract support; and the responsiveness of the school to certain idiosyncratic institutional priorities.

There are, of course, mechanisms that schools use to get their faculties involved in knowledge production and utilization activities. What appear to be powerful organizational support mechanisms for faculty involvement in knowledge production and utilization are blunted in their impact if the institution has no history or tradition of productivity in those areas. It is impossible to quickly overcome deficiencies in the socialization of faculty to research productivity by introducing organizational support mechanisms. Further, assuming that the SCDE want to make such a change, they must get an extended commitment from the institution of higher education. Institutional support of an R&D center for a brief start-up period is not enough. Two additional staff positions at the deans' office level to work with faculty on research and development activities on a part-time basis is not enough. If the institution has not had a history of productivity in this area, changes cannot be made in that period of time by adjusting organizational arrangements.

Conclusion

This presentation has not attempted to cover all the sections or items in the inventory. It has been intended to afford an idea of the kinds of data which have been gathered and are being analyzed. Hopefully, the information will be useful to you in your work in your institutions. That, really, is the point of the inventory: to assist us to understand who we are, why we are, and what we should know if we want to change.

Dave Clark

Dave Clark is a former Dean of Indiana University and co-director of the study reported here.

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Leadership In The School

Leadership in the School

School leadership is the kind of relationship which the person responsible for a school establishes with all those in the school—both children and adults—and the general public. That relationship is crucial to American education today. The style, patterns, and behavior of the leader of any organization—and this is particularly true of schools—not only sets the tone, but impacts upon the effectiveness, the morale, and the efficiency of the total operation.

The principal is not necessarily a director of teaching or even an exemplar of teaching—he seldom is. The principal who tries to fill that role will be ineffective. The more proper role of the principal is that of tone-setter; the principal must communicate expectations to people in the school. The behavior of the principal or any other leader demonstrates standards of performance which are expected. That leader demonstrates the level of efficiency at which the school is expected to operate. The leader demonstrates the tone, the character, or the quality of the relationship that ought to exist between the school and the school's clientele—all of the publics to whom the school relates. All of this will impact both on what goes on in the classroom and on the interaction between children and the adults we call teachers.

There is no lack of leadership in American education today, but there are differing views about what the character of that leadership ought to be. There are still those who believe that the leadership of the local school ought to be primarily concerned with how to teach. That is not necessarily the most appropriate orientation for school leadership. Rather, school leaders are somewhat removed from actual day-to-day classroom operations. Their job is to provide the facilities, resources, and opportunities necessary for teachers to do their job. Teachers today are better trained than they have ever been; they need the support of someone who is not trying to impose a particular way of teaching. They need the support of someone who is simply trying to free them to do what they are already well-prepared to do.

Many things are beyond the control of the school leader. The principal cannot control the conditions of poverty in which school children live; the principal cannot control the bad housing with which they are surrounded. Nor can the principal control all the child's environmental influences. The educational leader can only know that these things exist and attempt to make the school attractive. The leader can make the school a center where a child feels so comfortable, so wanted, and so important that learning will happen. And learning *will* happen under those circumstances.

James R. Tanner

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The Impact Of Law On Public Education: Today And Tomorrow

Any extensive discussion of the impact of law on education requires that we first consider some historical background. Let us begin with an examination of the development of the principles of free public education in the United States.

A Historical Perspective On Educational Responsibility

In early colonial America, education for the most part was a private and informal undertaking. It was primarily confined to the home and family. While there were a few school institutions, they were private and only available to the very well-to-do. As early as 1646, however, the Massachusetts Bay Colony, by statutory enactment, created a public school system. It was not long before the idea caught on and other colonies followed suit.

In those early days, formal schooling was limited to the teaching and learning of the "Three R's." It was not until much later that the schools were expected to provide specialized courses such as chemistry, biology, and higher math. It is only in more recent decades that the public has begun to expect more specialized courses such as automobile-driver training and the use of electronic machines and systems utilized in business and industry.

The writers of the United States Constitution saw fit to make no mention whatsoever of education or schools. Thus, by implication, they felt it was a matter best reserved for the states and local governments. The constitutions of all of the states deal with education, generally requiring the provision of opportunity for public education that is thorough, efficient and available to all.

Why did the Constitution ignore education? A government conceived of, by, and for the people—if it is to survive and be dynamic and responsive to the needs of the people—carries with it the need for an informed and educated people who are capable and interested in participation and involvement in self-government.

Horace Mann, in 1846, put it this way in his Tenth Annual Report to the Massachusetts State Board of Education:

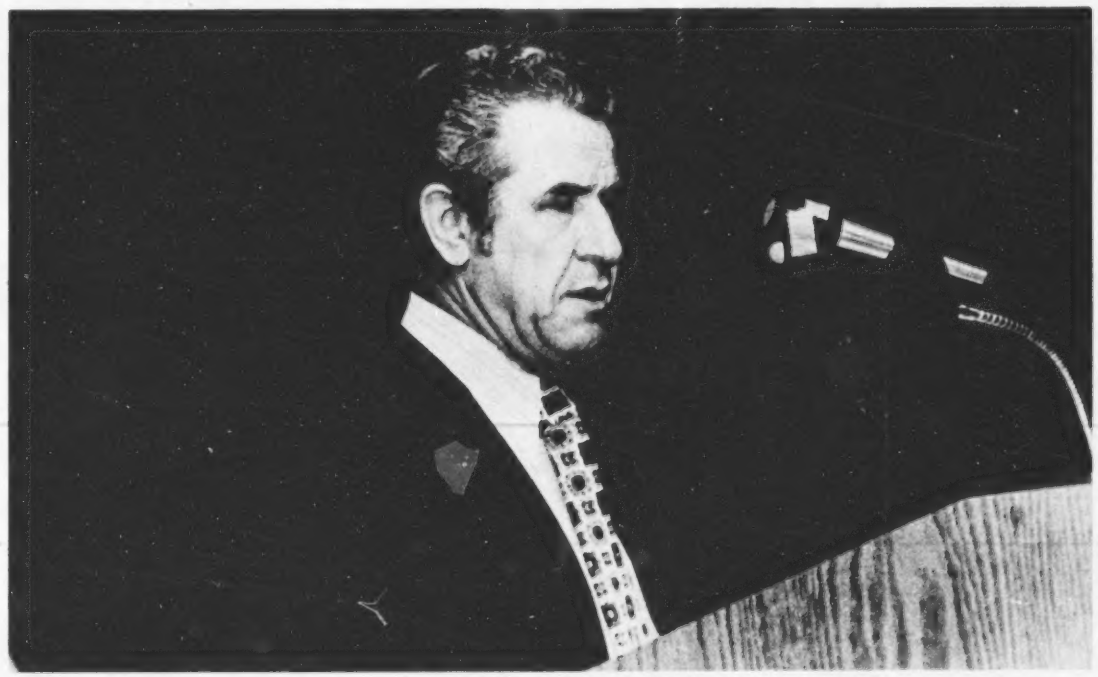
> *I believe in the existence of a great, immortal, immutable principle of natural law or natural ethics, a principle antecedent of all human institutions and incapable of being abrograted by any ordinance of man, which proves the absolute right to an education of every human being that comes into the world, and which, of course proves the corrolative duty of every government to see that the means of that education are provided for all.*

In 1971, the Council for Exceptional Children declared its position this way:

> *Education is the right of all children. The principle of education for all is based on the philosophical promise of democracy that every person is valuable in his own right and should be afforded equal opportunity to develop his full potential.*

Such lofty principles are in the best tradition of our system of democracy and government, and they are ones to which we can all ascribe. But, historically, in reality and practice, this right to education and the promise that it held for all has been, and is still, a denied right and an empty, unfulfilled promise for many. Blacks, Mexican-Americans, people of other races or national origins, those with certain religious creeds, women, and particularly those with mental, physical, and emotional disabilities, have not seen the promise fulfilled.

The impact on education of civil rights legislation and the enforcement of constitutional guarantees and protections for racial, religious, cultural, and sex minorities have evolved throughout the land. That



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impact is, however, far from total, and far from resolved. Problems such as the controversy over busing, for instance, are major and still plague us. Nonetheless, the path is clear. The way is prescribed. Now we must attend to matters of form and logistics and meaningful procedures that will satisfy all concerned.

Past Efforts In The Education Of "Handicapped" Children

It is my purpose, then, to discuss the impact of the law on education as it pertains to the so-called handicapped—those children with mental, physical, or emotional disabilities, impairments, or limitations. In the early history of our education system, any children whose mental, physical or emotional condition deviated from the normal to the degree or extent that participation in the classroom would result in any significant additional duties or attention from the schoolmaster or teacher, were deemed to be uneducable. They were, therefore, totally excluded from the schools. Even those children with relatively minor physical impairments or limitations were excluded because it was virtually impossible for them to travel between home and school, as well as about the school itself.

Since those children were totally excluded, educators, as a practical matter, had no occasion or responsibility or intellectual challenge to develop special curricula or techniques and methodology for their education. Before the end of the nineteenth century, when several large cities in the United States adopted education programs for the mildly mentally retarded, or slow learners, there was a shift, not in philosophy or concepts, but in semantics. Some children were simply deemed to be educable. Those children whose measurable potential fell short of the arbitrary yardstick used in those days remained uneducable.

Prior to the establishment of these programs there had been special classes for children with language barriers such as children of immigrants who had not learned the English language. These programs were called vestibule or opportunity classrooms, and were designed to ready those assigned to them for entry into the regular school program. Frequently, they became dumping grounds for slow learners or for children whose behavior in the classroom environment constituted a problem for the teacher.

Paradoxically, while handicapped children were being excluded from school attendance, all states but one not only accorded to other children the right to public supported education, but they adopted compulsory school attendance laws for certain age groups. Ironically, the state of Wisconsin a few years ago was seeking to enforce its compulsory school attendance statute against the Amish religious sect, to compel the attendance of children of parents adhering to that sect. The State of Wisconsin was, at the same time, totally excluding from public education approximately 80,000 handicapped children.

Now, in the decade of the "Sad Seventies," citizens with handicaps, organizations of people with handicaps, and parent groups who have children with handicaps are seeking, through the judicial systems of our country, the recognition and enforcement of rights granted to all others. As citizens and individuals, they have such rights as equal opportunity for education, the right to residential and treatment services in the least restrictive environment, freedom from involuntary servitude, freedom from restrictive zoning regulations, free access to public buildings and transportation systems, freedom from confinement in the absence of proper commitment procedures, and the right to procreate.

Recent Court Cases Related To The Education Of Handicapped Children

These legal rights for individuals with handicaps were predicated on and evolved out of court decisions in cases which involved the same rights pertaining to other minority groups, principally Blacks. For example, in the landmark case of "Brown versus the Board of Education," the majority opinion of the United States Supreme Court enunciated the right to public education as follows:

> *Today, education is, perhaps, the most important function of state and local governments. Compulsory school attendance laws and the great expenditure for education both demonstrate a recognition of the importance of education to our democratic society. It is the very foundation of good citizenship. In these days, it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity for an education. Such an opportunity, where the state has undertaken to provide it, is a right which must be made available to all on equal terms.*

That case was handed down in 1954. Since that time, several very significant cases dealing with the rights of handicapped children in public-supported education have been handed down. They have led the way for many such cases in many jurisdictions in the United States in the last ten years. Those cases

have sought to establish rights for all handicapped children. Such cases include the "Pennsylvania Association for Retarded Children versus Pennsylvania", and "Mills versus the Board of Education."

Typically, the issues raised in such cases are found in the Mills case, a case involving the schools in the District of Columbia. On August 1, 1972, the court in that case entered its ruling and final order. In part, that provided, first, a declaration of the constitutional right of all children to a publicly-supported education, regardless of any exceptional condition or handicap. Second, it declared that the defendants' rules, policies, and practices excluded children without provision for adequate and immediate alternative educational services. Further, the court declared that the absence of prior hearing and review of placement procedures denied the plaintiffs and their class the right of due process and equal protection under the law.

The Board of Education in that case claimed that it was impossible to comply with the order of the court unless the Congress appropriated more funds for such purpose, or unless funds were diverted from sources appropriated for other purposes. To this, the court responded as follows:

> *The District of Columbia's interest in educating the excluded children must outweigh its interest in preserving its financial resources. If sufficient funds are not available to finance all of the services and programs that are needed and desirable in this system, then the available funds must be expended equitably, in such a manner that no child is entirely excluded from a publicly-supported education, consistent with his needs and ability to benefit therefrom.*
>
> *The inadequacies of the District of Columbia's public school system, whether occasioned by insufficient funds or administrative inefficiency, certainly, cannot be permitted to bear more heavily on the exceptional or handicapped child than on the normal child.*

Recent Legislation For Handicapped Children

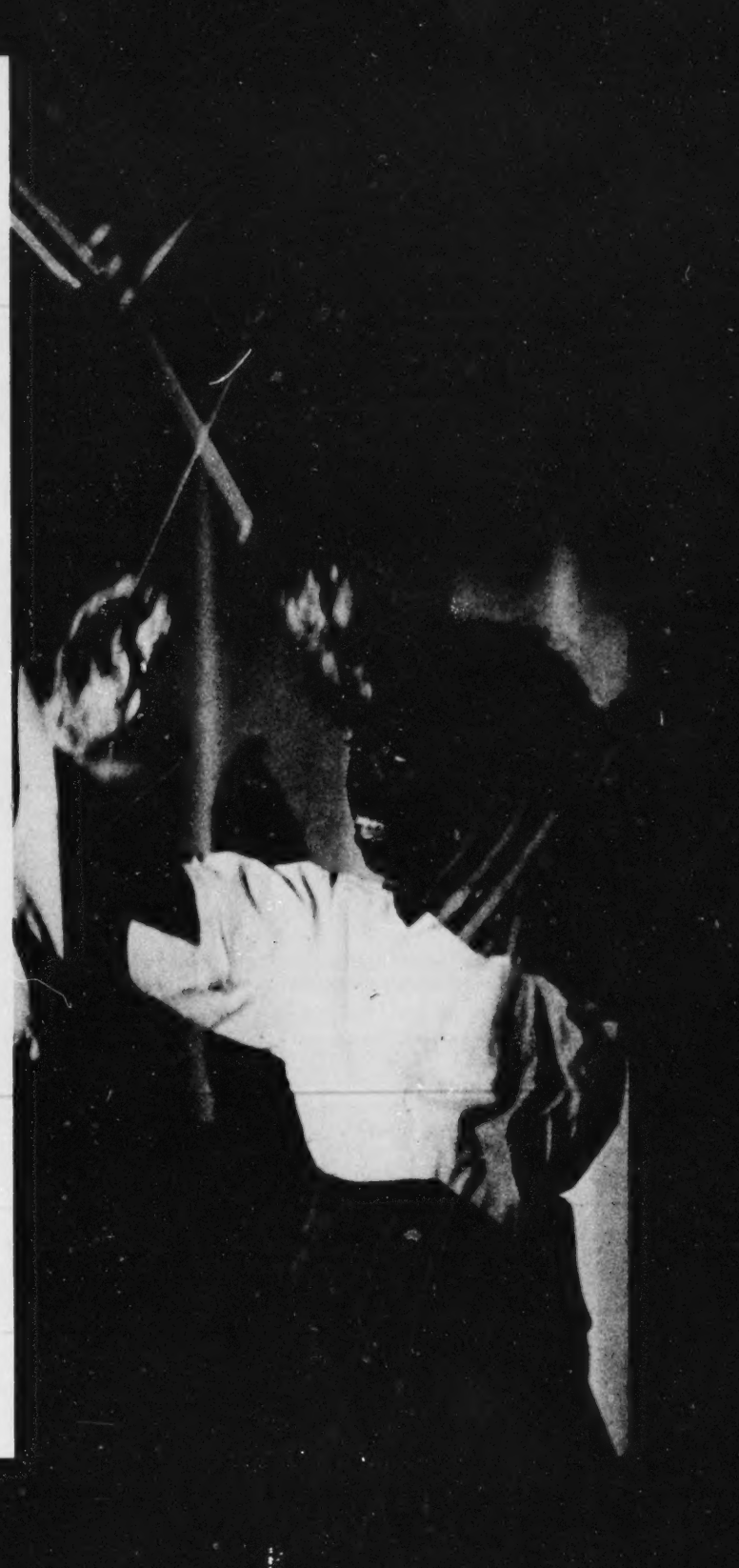
Armed with such forthright and explicit rulings and orders of the courts, there has been a strong and successful push on the state, local and federal levels for mandatory and comprehensive special education for all handicapped children. Notwithstanding the enactment of such mandatory legislation, implementation in practice has been slow and has been fraught with many stumbling blocks, not the least of which is funding.

The Congress of the United States passed the Elementary and Secondary Education Act of 1974, which included provisions for special education programming and the education of all handicapped children. The Acts of 1974 and 1975 are Public Laws 93-380 and 94-142, respectively. They contain provisions for federal funding and for special education for all handicapped children. By 1980, the funding will reach a total of $3.2 billion in federal aid.

It is generally accepted that there are presently seven million children of school age in the United States who are handicapped. Of this figure, approximately one million handicapped children are totally excluded from public school education. Approximately 2.7 million handicapped children are enrolled in the public schools without any provisions for special education. Thus, approximately 53 percent of all handicapped children are not receiving education suited to their needs.

This is a dismal picture of failure. It demonstrates a lack of social conscience in our democracy, the wealthiest and most affluent society on the face of the earth. Public Law 94-142 provides for a state plan which will first serve those handicapped children who are not presently being served. Second, it will serve those severely handicapped children who are not receiving adequate services. The Act establishes priorities. In addition, it provides funding and the establishment of state plans which must set forth a goal of providing full educational opportunities for all handicapped children. States must also develop detailed timetables for accomplishing such goals and describe the kind and number of facilities, personnel, and services necessary throughout the state to meet such a goal.

The Law also provides that all handicapped children residing within a state, regardless of the severity of their handicap, who are in need of special education and related services be identified, located, and evaluated. It is required that a practical method be



developed and implemented to determine which children are currently receiving needed special education and related services, and which children are not.

It requires an individual educational plan for every child. Policies and procedures must be established in accordance with the detailed criteria which are prescribed in the Act. Finally, the amendments to the state educational plan must be made available to parents and guardians and other members of the general public at least thirty days prior to the date of submission of the amended state plan to the Commissioner of Education of the United States.

Proposed regulations for the implementation of this Act are in the process of being formulated. They should be published soon. It is hoped that this Act will give great impetus and growth to the development of special education in all areas of our country.

It is apparent that meaningful educational programming for handicapped children, especially those with severe handicaps, is much more costly than ordinary education procedures. It has become obvious from the court decisions that under our system of public education, this cost must be borne by all. It is also clear that such comprehensive special education services, notwithstanding the additional cost, must be provided to the degree and extent possible with all available funds so that no child is totally excluded.

Civil Rights Case Law And Legislation Related To The Education Of Handicapped Children

Let us consider another facet of the impact of law in education today and tomorrow. This is civil rights legislation for the handicapped. It includes the right to education, the right to participate in and benefit from (and have access to) all educational programs and facilities made generally available to the public.

The Rehabilitation Act of 1973 prohibits discrimination against handicapped persons in all programs and activities receiving or benefiting from Federal financial assistance. There has been no implementation of this provision on the part of Federal officials, except for very recent movements in that direction through the issuance of an Executive Order of the President of the United States and a published notice of intent by the Department of HEW to publish proposed regulations. However, a Federal District Court in West Virginia handed down a decision arising out of the provisions of this section of the Law last January 19, and it is a very significant case. That court concluded, in part, as follows:

> *The exclusion of a minimally handicapped child from a regular public classroom situation without a bona fide educational reason is in violation of Title V of Public Law 93-112, the Rehabilitation Act of 1973, 29 USC 70-794.*
>
> *The Federal statute proscribes discrimination against handicapped individuals in any program receiving Federal financial assistance. To deny a handicapped child access to a regular public school classroom in receipt of Federal financial assistance, without compelling educational justification, constitutes discrimination and a denial of the benefits of the program, in violation of the statute.*
>
> *School officials must make every effort to include such children within the regular public classroom situation, even at great expense to the school system. . . . The exclusion of a child from the regular public classroom situation and placement, or placement in special education situations or otherwise, without prior written notice and accompanying procedural safeguards, including opportunities to be heard, is contrary to the due process clause of the Fourteenth Amendment of the United States Constitution. The mandate of due process of law is satisfied by the procedural safeguards, as the regulations set on the West Virginia regulations on schools.*

The court then enumerated in detail those regulatory provisions with approval. It is a detailed outline of what must be done in the event of placement of a child. The court then ordered that the child in question be immediately admitted to the public school classroom, and that she not be excluded therefrom without justifiable educational reasons, after satisfying procedural due process requirements. The court retained jurisdiction of the case, and said that it would review any such change in the placement of the child.

Civil rights provisions of the law—if they are to be at all meaningful for those who frequently are poor, educationally deprived, and unsophisticated in the knowledge of the law and of their rights, must afford those who believe themselves aggrieved with the means for the investigation and prosecution of their grievance. This must be done in such a way that they need not bear the costly financial burden involved in such legislation. Such comprehensive civil rights legislation is in the offing for handicapped people, generally and handicapped children in particular.

A New Day For Handicapped Children

Today, and even more so tomorrow, the excluded handicapped child will not be forgotten in the wasteland of human ignorance, intellectual darkness and vegetative inactivity. The handicapped child will no longer languish in educational deprivation because of the lethargy of legislators and members of school boards, and because of the apathy of state administrative officials.

That child will have and enjoy the entitlement of his birthright as a citizen and an individual member of this democratic society. He will have all that is afforded and obtains to any and all other citizens. Thus, the courts and the law of our land herald the dawning of a new day for handicapped children.

Reese Robrhan

Reese Robrhan is the Director of Research and Governmental Affairs at the American Council for the Blind.

"It is very evident from what happened the last few days here that leadership is still possible. Leadership among us is, in all likelihood, going to be functional rather than titular. We have a great deal to do. It is also very clear to us that we have an articulate, humane, and dedicated partner in Dr. Smith."

Jonathan Messerli
Dean, School of Education
Fordham University at Lincoln Center

"We had a total of nearly 1,200 people at this conference. It is significant that 41 of the 50 SEA liaisons were here this week. We also had 86 of the approximately 110 deans. This is outstanding attendance."

Beryl Nelson,
Project Monitor

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James Steffensen, Chief, Program Development Branch, Teacher Corps
Floyd T. Waterman, Project Director, University of Nebraska at Omaha

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